

**MENDOCINO  
LOCAL AGENCY FORMATION COMMISSION**

***MULTI-DISTRICT  
FIRE PROTECTION SERVICES***

**MUNICIPAL SERVICE REVIEW**

**APPROVED BY THE COMMISSION ON  
APRIL 4, 2016**

## ***Introduction***

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This Municipal Service Review (MSR) has been prepared to provide technical and governance information for 15 rural fire protection service providers within Mendocino County. This MSR includes the following service providers:

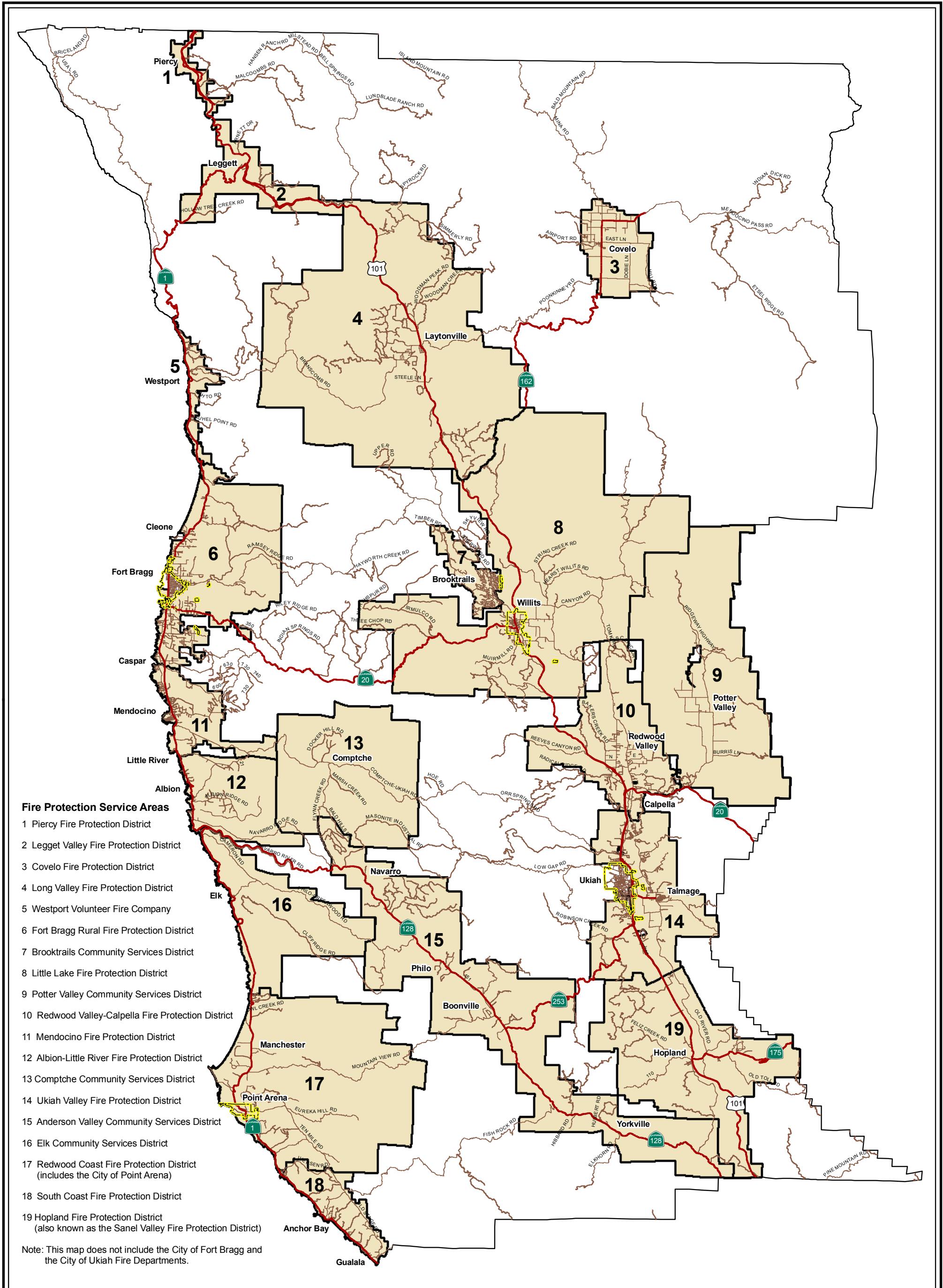
<b>Service Provider</b>	<b>Pages</b>
Hopland Fire Protection District	4 - 22
Covelo Fire Protection District	23 - 39
Leggett Valley Fire Protection District	40 - 56
Little Lake Fire Protection District	57 - 74
Long Valley Fire Protection District	75 - 93
Potter Valley Community Services District	94 - 109
Redwood Valley-Calpella Fire District	110 - 125
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Comptche Community Services District	158 - 172
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South Coast Fire Protection District	190 - 205
Piercy Fire Protection District	206 - 219
Westport Volunteer Fire Company	220 - 221
Whale Gulch Volunteer Fire Company	222

Refer to Figure 1 on the following page for a County-wide Map showing locations.

### **Report Preparation**

This MSR was prepared by:

Mary Ann Mix, MPE Consulting  
Craig Baracco, LAFCo Analyst



## Mendocino County Fire Protection Services

Note: This map is not a survey product. Map prepared on December 2014.

- Fire\_Prot\_Services\_120314\_B
- Incorporated Cities
- Highways
- Roads

2 1 0 2 Miles



## **HOPLAND FIRE PROTECTION DISTRICT**

### **1. AGENCY OVERVIEW**

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The Hopland Fire Protection District (HFPD) is a small, rural fire agency located in Hopland, California at the south end of Mendocino County, along US Highway 101 and the Russian River. The District provides structural and wildland fire protection, emergency medical response, rescue & extrication, search & rescue including swift water rescue, and hazardous materials response as a first responder. This is the first municipal service review (MSR) for HFPD.

### **FORMATION**

Fire protection for the Hopland community was established in 1952 by the Hopland Volunteer Fire Company. The Hopland Public Utility District (HPUD) was established in 1955 to provide water, wastewater, and fire protection services, and incorporated the volunteer fire company function. In November of 1997, the Fire Department of the HPUD became a separate entity, and was known as the Sanel Valley Fire Protection District. The name was changed to Hopland Fire Protection District by resolution of the Board of Directors of the FPD in February of 2002.

The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

### **BOUNDARY**

The Hopland Fire Protection District is located in southern Mendocino County and covers 99.5 square miles. The District includes the Sanel Valley, with U.S. Highway 101 and the Russian River running north and south, and Highway 175 running east to Lake County. The District boundary extends to the Mendocino-Sonoma County Line to the south, and is approximately 12 miles south of the City of Ukiah. (Refer to Figure 2: Hopland Fire Protection District Map)

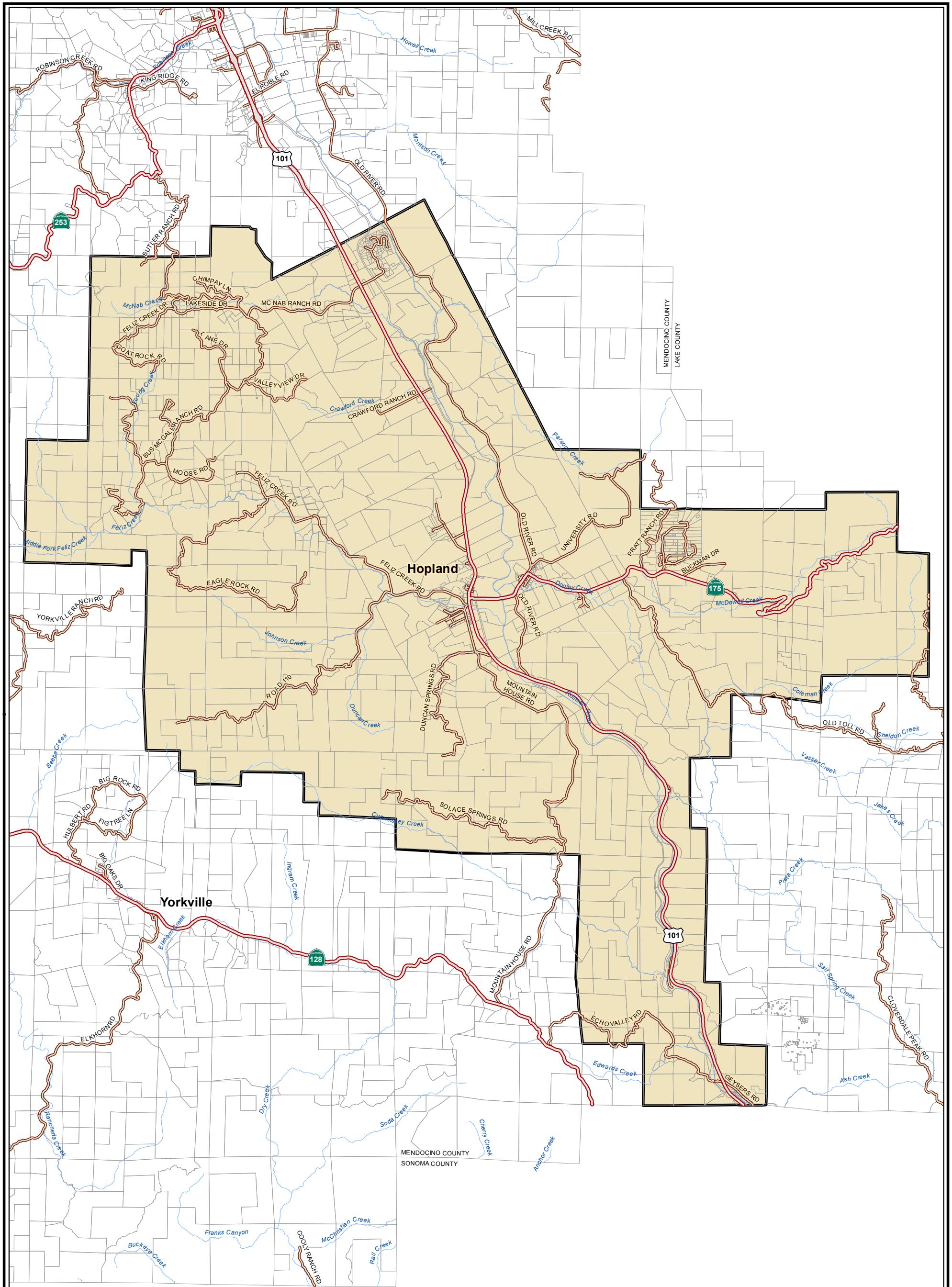
Since its formation, the District has not undertaken any annexations or detachments.

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### **EXTRA-TERRITORIAL SERVICES**

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HFPD does not provide direct services outside the District boundary.



## Hopland Rural Fire Protection District

- Hopland Rural FPD
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

0.5 0.25 0 0.5 1 Miles



The District does maintain a mutual aid agreement with the California Department of Forestry and Fire Protection (CALFIRE) for wild land fire incidents; as well as mutual aid agreements with the Ukiah Valley Fire District, and the Cloverdale City Fire Department in Sonoma County.

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## UNSERVED AREAS

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A portion of the area between the HFPD western boundary and the Anderson Valley Community Services District eastern boundary is unserved. (Refer to Figure 1: Map of Fire Protection Services in Mendocino County)

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for HFPD was established in 1997 when the Fire District became a separate entity from the HPUD. The SOI is coterminous with the District boundary. (Refer to Figure 2)

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to: 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings; 2) a defined complaint process designed to handle all issues to resolution; and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The District is governed by a five member Board of Directors, who are elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election. There have been no contested elections in the past five years. There are currently four appointed Board Members and one vacancy. Board Members do not receive a stipend for meetings or any other reimbursements or benefits. Board Member names, positions, and term expiration dates are shown in Figure 3.

**Figure 3: Hopland Fire Protection District Governing Body**

<b>Hopland Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	John Bartlett, Fire Chief			
<b>Address:</b>	21 Feliz Creek Road (PO Box 463) Hopland CA 95449			
<b>Telephone:</b>	707-744-1222			
<b>Email/website:</b>	hfpd@att.net www.hoplandfire.org			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Steve Leonard	Director	November 2019	Appointed	4 years
Wesley M. Clark	Director	November 2019	Appointed	4 years
Len Brutacao	Director	November 2019	Appointed	4 years
David Roderick	Director	November 2017	Appointed	4 years
Vacant				2 years
<b>Meetings</b>				
<b>Date:</b>	Third Thursday of each month, 7:00 PM			
<b>Location:</b>	Main Fire Station 21 Feliz Creek Road Hopland			
<b>Agenda Distribution:</b>	Posted on the website and at three locations in the community			
<b>Minutes Distribution:</b>	Posted on the website, e-mailed to a list; available by request.			

The Board meets on the third Thursday of each month at 7:00 PM at the main station, 21 Feliz Creek Road, Hopland. Board meeting agendas are posted on the HFPD website ([www.hoplandfire.org](http://www.hoplandfire.org)) and three public locations. Minutes are normally posted on the website, e-mailed to a mailing list, and are available upon request. Agendas and minutes are not currently posted on the website, as well as audit and budget information, operational data, regulations, and fee schedules.

In addition to the required public notices in compliance with the Brown Act, including agendas and meeting minutes, the District tries to reach its constituents through its webpage: [www.hoplandfire.org](http://www.hoplandfire.org).

Complaints can be e-mailed to the Chief and Board of Directors at [chief@hoplandfire.org](mailto:chief@hoplandfire.org). Complaints are considered by the Board and resolved as necessary. The District reported that it had received no formal complaints over the past two years.

HFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Hopland Fire Protection District is considered a volunteer agency supplemented by paid staff. HFPD has 17 staff, of which four are paid and 13 are volunteer firefighters. The paid HFPD Fire Chief also serves as Chief of the City of Ukiah Fire Department and the Ukiah Valley Fire District. Additionally, there is a paid part-time Administrative Clerk. The paid Fire Captain and paid Fire Apparatus Engineer perform the day to day tasks such as maintenance, report writing, business inspections and public relations. All volunteers are part of the fire department and do not receive a stipend for their service. Volunteers are evaluated during weekly training sessions. Paid personnel are evaluated annually by the Chief and the Board Members. HFPD is continually recruiting, and reports that their website-based recruitment efforts are yielding results.

Employee workload is tracked through timesheets. The Chief and the Administrative Clerk fill out detailed timesheets to determine how time is being spent and how to improve efficiency. In addition, the fire department keeps an emergency response log and training records.

The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally, HFPD does review the best practices of other districts.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. Capital improvement needs are generally planned in the budget. The Long Range Plan is a planning tool with a planning horizon of 10 years, and was last updated in 2005. The fire department periodically reviews the plan, but does not update it until the end of the planning period. An update of the plan is currently in the development process.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### LAND USE

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The District's boundary area is approximately 99.5 square miles (63,660 acres) and serves approximately 2,500 residents. A majority of the land within the District consists of: forest land; agriculture including vineyards; residential and large-lot residential; and commercial and recreational uses. The land use authority within the District is the County of Mendocino.

The Hopland Fire Protection District serves several large businesses including: Fetzer Vineyards; Retech Systems LLC; Sho-Ka-Wah Casino; and Real Goods Solar Living Institute, all of which present specific challenges to the District, such as large storage tanks, flammable metals, heavy machinery, high voltage battery storage, hazardous materials, and large gatherings of people. Due to these many hazards, the volunteer firefighters have to undergo diverse training to have the ability and knowledge to handle the many different scenarios that present themselves.

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### EXISTING POPULATION

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There are approximately 2,500 residents within the District, based on District estimates. According to the 2010 Census, there are 756 people residing in the Hopland community. HFPD reported that events or activities at the Hopland Sho-Ka-Wah Casino increase the visitor population by 1,000-2,000, dependent upon the event. The population of the District has increased less than one percent per year over the last few years due to limited new residential construction. New commercial development has been related to the wine industry and the casino.

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### PROJECTED GROWTH AND DEVELOPMENT

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The District reports that it anticipates little growth within its boundaries in the next few years. Small parcel subdivisions and minor subdivisions are scattered throughout Sanel Valley, but primarily along US 101. Potential growth may also result from further development in the wine and casino industry in the region, along with more retirees moving into the area.

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## DISADVANTAGED UNINCORPORATED COMMUNITIES

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is Hopland, a 'census designated place' (CDP). The Hopland CDP qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632. For Hopland, the median household income in 2012 was \$28,068 (or 45.5% of the State median household income).

For HFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's complaint logs, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community. Water and sewer services are the responsibility of the Hopland Public Utility District which was evaluated in the Ukiah Valley Special District Municipal Service Review in 2012. Refer to that document for details.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Hopland Fire Protection District and identifies the revenue sources currently available to the District, as well as necessary expenditures.

The department's major needs are additional funding and more volunteers available during daytime hours. Additional financing opportunities identified by the District include going to the voters for approval of a new special tax when the current assessment becomes inadequate. In 2002, the District voters approved an increase from \$35.00 per unit to \$55.00 per unit, with a residential dwelling equal to two units, and commercial uses allocated specified numbers of units. The vote required a two-thirds majority and passed with 81.8% approval.

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### REVENUES

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The revenues for HFPD doubled between Fiscal Year (FY) 2010-11 and FY 2011-12 as a result of federal grant monies received. The HFPD purchased additional apparatus with the funds. Revenue sources and a three-year comparison are shown in Figure 4.

HFPD does not charge additional fees for their services, outside of the special tax (property assessment) which generates approximately \$130,000 per year. However, the Northern Circle Indian Housing Authority has constructed residential dwellings on the Hopland Band of Pomo Indian Rancheria for which the Authority pays the HFPD \$75 per dwelling on an annual basis, thus generating \$1,500 per year. In addition, the Sho-Ka-Wah Casino pays the HFPD a monthly fee of \$1,500.

In FY 2011-12, the HFPD received \$30,000 from the Mendocino County Indian Gaming Local Community Benefit Commission, and \$13,000 from the Commission in FY 2012-2013. Funds are awarded by the Commission each year based on applications from eligible Special Districts and governmental agencies.

The District's strike team gets reimbursed for responding to wildfires when the department responds under mutual aid agreements with CALFIRE or the United States Forest Service (USFS) according to the established fee schedules. Firefighters responding on strike team assignments are paid about \$22 per hour depending on the position.

**Figure 4: Three-year Revenue and Expenditure Comparison**

	<b>FY 10-11</b>		<b>FY 11-12</b>		<b>FY 12-13</b>	
<b>Revenues</b>						
Property Tax	\$31,427	15%	\$30,307	6%	\$30,820	7%
Property Assessments	\$128,390	63%	\$130,920	24%	\$130,150	28%
Interest Income	\$562	0%	\$514	0%	\$465	0%
Other Government Funds	\$9,973	5%	\$339,420	63%	\$162,107	35%
Miscellaneous Revenues	\$34,818	17%	\$40,286	7%	\$133,185	29%
<b>Total Income</b>	<b>\$205,170</b>	100%	<b>\$541,447</b>	100%	<b>\$456,727</b>	100%
<b>Expenses</b>						
Salaries-Wages & Benefits	\$127,313	41%	\$130,817	53%	\$324,948	75%
Services & Supplies	\$82,301	26%	\$84,132	34%	\$66,252	15%
Maintenance	\$0	0%	\$0	0%	\$13,578	3%
Debt Service	\$14,238	5%	\$31,098	13%	\$31,098	7%
Other Expenditures	\$87,986	28%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$311,838</b>	100%	<b>\$246,047</b>	100%	<b>\$435,876</b>	100%
<b>Net Income (or loss)</b>	<b>-\$106,668</b>		<b>\$295,400</b>		<b>\$20,851</b>	
<i>Current Year Depreciation</i>					\$51,119	
<i>Accumulated Depreciation</i>					\$267,200	

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## EXPENDITURES

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Expenditures for the District have varied considerably over the past three fiscal years. In FY 2011-2012 expenditures for HFPD were \$311,838; in FY 2012-2013, expenditures were \$246,047; and in FY 2012-2013 expenditures were \$435,876. In FY 2011-2012 revenues reflect a \$300,000 Federal grant which was used to acquire a new Type 3 (wildland) fire truck. Normal expenditures for FY 2011-2012 exceeded revenues by \$4,600. For FY 2012-2013, District revenues allow for a small surplus over expenditures.

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## LIABILITIES AND ASSETS

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In 2009, the District secured a \$312,131 loan for the Savings Bank of Mendocino County for construction of the main fire station. The net proceeds were used to pour the foundation and construct the frame for the main station addition. The loan has an interest rate of 5.75% and matures in 2024. Annual payments are \$31,100.

The Mendocino County Auditor maintains the HFPD's funds. The District's fund balance on June 30, 2013 (which can be considered to be a 'Reserve Account') totaled \$116,906, of which \$93,830 was unassigned; \$15,988 was assigned to equipment; and \$7,088 was cash on hand. (Refer to Exhibit A: District Balance Sheet for details.)

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## FINANCING EFFICIENCIES

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The District does not participate in any joint powers authorities (JPAs), or any formal Automatic Aid agreements. The District maintains the following agreements with other agencies: CALFIRE for wildland fires; Cloverdale Fire Department in Sonoma County; and Ukiah Valley Fire District in Ukiah. The District is a member of the Zone 2 Planning, Mutual Aid Association.

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## FUNDRAISING

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The Hopland Volunteer Firefighter's Association is a non-profit organization that is made up of firefighters and family members. The Hopland Volunteer Firefighter's Association holds fundraisers throughout the year to raise money to help buy new fire equipment, fire station improvements and training aids. A major fund-raiser is the Annual Fire Barbeque Fundraiser, held at the main firehouse in August.

## **2. FIRE PROTECTION SERVICES**

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### **SERVICE OVERVIEW**

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The Hopland Fire Protection District provides: structural fire protection; wildland fire protection; emergency medical services to an EMT/First Responder level; rescue and extrication; search and rescue including swift water rescue; hazardous material response; and fire prevention. Fire prevention is provided in the form of: code inspection in State Fire Marshal mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies without enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The HFPD also responds to wildland fires. The District gets compensated when the department responds to wildland fires under mutual aid agreements with CALFIRE and the United States Forest Service (USFS). The majority of the department's wildland fire responses are reportedly uncompensated.

Services are provided along State highways and local roads, including 17 miles of US Highway 101, nine miles of State Route (SR) 175, and many more miles of rural roads. Due to the wide variety of topographical attributes of the HFPD responds to diverse emergency calls including traffic accidents, swift water rescue, medical emergencies, high angle cliff rescue, and wildland fires.

CALFIRE provides dispatch services for the HFPD.

Ambulance service to the Hopland area is provided by verihealth, Inc. and Medstar Ambulance of Mendocino County, Inc. from a station located in south Ukiah.

The HFPD service area also includes the Hopland Rancheria, a federally recognized tribe of Pomo people which was established in 1907, about three miles east of the town of Hopland. The Rancheria comprises 40 acres, has approximately 291 tribal members that live in the area of which 45 members live on the Rancheria. The tribe owns and operates the Hopland Sho-Ka-Wah Casino, located on the Rancheria east of town. While the Hopland Band of Pomo Indians has a tribal education program, EPA office, health department, utility department, police department, court system, and economic development corporation, the Tribe does not provide fire protection services.

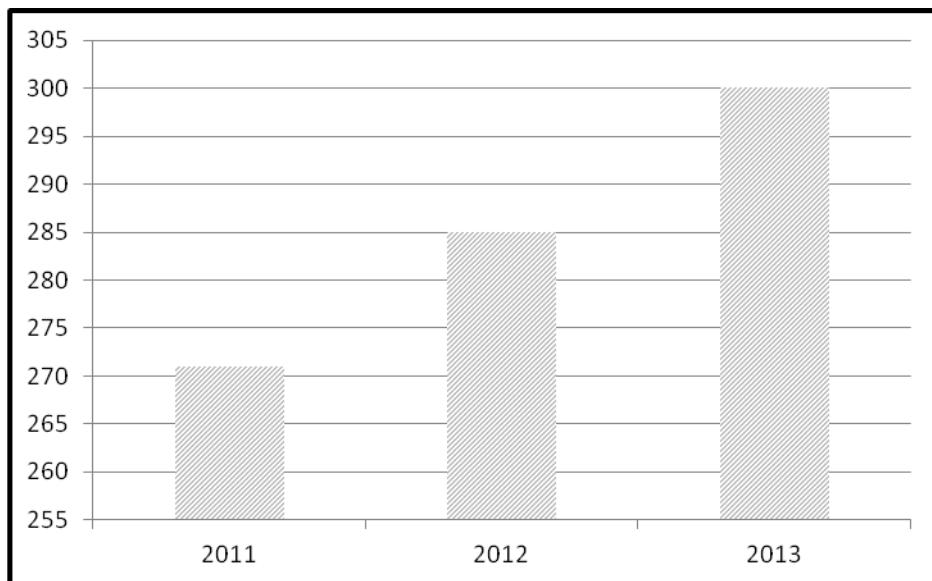
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## DEMAND FOR SERVICES

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As shown in Figure 5, the number of calls has increased each year over the past three years. The vast majority (90%) of these calls are for emergency medical response. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 5: Number of Calls by Year, 2011-2013**



The Hopland Fire Protection District reported that it generally had sufficient capacity to provide services to its current service area and future growth, with the exception of the area in the extreme western portion of the District, in the area near Anderson Valley. The District struggles to provide a sufficient level of services in that remote area and relies heavily on mutual aid with Anderson Valley Community Services District.

Fire services are provided by 13 volunteers, a part-time Fire Chief, a Fire Captain, and a Fire Engineer. The firefighters' ages range from 18 to 64, with the median age being 27. All 13 of the District's volunteer firefighters are trained to Volunteer Firefighter level. In addition, seven are trained to First Responder level, and five are EMT level certified.

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## INFRASTRUCTURE AND FACILITIES

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HPFD operates two stations: the main station on Feliz Creek Road on the southwest edge of Hopland which was recently expanded; and a sub-station on Retech property (100 Henry Station Road, Ukiah) six miles north of Hopland adjacent to Highway 101 which houses the wildland fire engine and the antique engine. District personnel have individual pagers and respond from the main station and the Retech complex. There are four engines, one rescue vehicle, one utility vehicle, and one water tender. The District has an antique fire engine (not used for response) that is used for parades and community events.



*Main Fire Station*

*22 Feliz Creek Road*

*Hopland*

The District's water supplies for firefighting are provided by the Hopland Public Utility District water system with fire hydrants in the Hopland area; and by fire engines with water storage capacity for outlying areas.

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## INFRASTRUCTURE NEEDS OR DEFICIENCIES

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The HFPD reported that the Feliz Creek Road Main Fire Station needs to be completed. The improvements will be made as funding becomes available.

The HPFD is seeking funding from a grant or other means to acquire a new water tender. Currently, most District vehicles were previously used by other municipalities or districts, and either purchased from them or acquired under the Federal Excess Property Program.

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## SHARED FACILITIES AND REGIONAL COLLABORATION

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The HFPD Fire Chief is also the Chief of the City of Ukiah Fire Department and the Ukiah Valley Fire District. HFPD volunteers also work at Ukiah and Ukiah Valley. Joint training is conducted with Cloverdale (Sonoma County) and Ukiah Valley.

No apparatus or facilities are shared with other fire districts.

The Fire Department did not identify any other opportunities for facility sharing.

The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. HFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), the Fire Safe Council of Mendocino County, the Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

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## SERVICE ADEQUACY

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms, communications, equipment, and personnel receive a rating of 1. HFPD has a rating of 7 in Hopland proper served by a water system and hydrants; and a rural 8/9 ISO rating in the surrounding area.

Emergency response time standards vary by level of urbanization of an area; i.e., the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and 'as quickly as possible' in wildland areas. The District tracks its response times for each incident, 90% of which are medically-related. Average response times can vary between two and 20-minutes.

HFPD has approximately one firefighter per 147 residents spread over 99.5 square miles.

The Fire Department Service Profile is presented in Figure 6.

**Figure 6: Fire Service Profile**

<b>Fire Service Profile - Hopland Fire Protection District</b>					
<b>District Resource Statistics</b>	<b>Service Configuration</b>	<b>Service Demand</b>			
Staffing Base Year	2013	Configuration Base Year	2013		
Fire Stations in District	3	Fire Suppression	Direct		
Main Station: Feliz Creek Road		Emergency Medical Service	Direct		
Square Miles Served per Station <sup>1</sup>	50	Ambulance Transport	Medstar		
Total Staff <sup>2</sup>	17	Hazardous Materials	Direct		
Total Paid Firefighters (in FTE)	1.5	Air Rescue/ Helicopter	CalStar		
Total Volunteer Firefighters	13	Fire Suppression Helicopter	CALFIRE		
Total Firefighters per Station <sup>3</sup>	8	Public Safety Answering Point	Sheriff		
Total Firefighters per 1,000 pop.	0.5	Fire/EMS Dispatch	CALFIRE		
<b>Service Adequacy</b>		<b>Service Challenges</b>			
Response Time Base Year	2013	Limited funding for a large rural large area; need more volunteers, especially during day time.			
Response Time (in minutes)	2 to 20	<b>Training</b>			
Maximum Response Time (in minutes)	20	Weekly training, special training on some weekends, and specialty training off-site, as available			
ISO Rating	7 and 8/9				
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.					
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.					

### **3. MSR DETERMINATIONS**

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#### **GROWTH AND POPULATION PROJECTIONS**

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1. There are approximately 2,500 residents within the District as estimated by the District, and 756 residents in Hopland according to the 2010 Census.
2. The population of the District has experienced limited growth over the last few years. The majority of growth occurred along US Highway 101.
3. Less than one percent growth per year is anticipated within the District boundaries over the next several years.
4. Potential growth may also result from further growth in the wine industry in the region, and more retirees moving into the area. The casinos bring an increase in the visitor population.

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#### **LOCATION AND CHARACTERISTICS OF ANY DISADVANTAGED UNINCORPORATED COMMUNITIES WITHIN OR CONTIGUOUS TO THE SPHERE OF INFLUENCE**

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5. Within the Hopland Fire Protection District boundary there is one Disadvantaged Unincorporated Community (DUC) located in the Hopland CDP (Census Designated Place).
6. For HFPD, structural fire protection and emergency related response to an EMT or First Responder level is provided by the District. The HFPD provides adequate structural fire protection services to Hopland and the surrounding area. The District maintains a strong presence in Hopland where the main fire station is located. The District does not provide water or sewer services; and is therefore not responsible for assuring that these services are adequately provided to the community.

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#### **PRESENT AND PLANNED CAPACITY OF PUBLIC FACILITIES AND ADEQUACY OF PUBLIC SERVICES, INCLUDING INFRASTRUCTURE NEEDS AND DEFICIENCIES**

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7. The District's current facilities generally have the capacity to adequately serve current demand and limited future growth for fire protection services.

8. However, the Fire Department struggles to provide a sufficient level of services in the remote area between the District's western boundary and the Anderson Valley Community Services District eastern boundary.
9. The HFPD reported that the main station at Feliz Creek Road is currently being expanded. An extension will include a meeting room, training room, offices, and a kitchen facility. The foundation work and framing has been funded through a loan program. The finish work will be completed by the volunteers and the District's donations, with additional loans as they become available.
10. Capital improvement needs for the District are generally planned in the annual budget. The Fire Department Long Range Plan is a planning tool for the fire department.

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#### FINANCIAL ABILITY OF THE AGENCY TO PROVIDE SERVICES

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11. HFPD reported that current financing levels were adequate to deliver services. However, there is not enough funding to accommodate an additional need for expansion of medical response services, and training of additional personnel.
12. Additional financing opportunities identified by the District include a potential grant for a new water tender and going to the voters for approval of an additional special tax when the current assessment becomes inadequate.
13. The HFPD has a modest reserve fund available to even out fluctuations when expenditures exceed revenues in a given year.
14. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements, an arrangement which is financially beneficial to the District.

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#### ACCOUNTABILITY FOR COMMUNITY SERVICES, INCLUDING GOVERNMENTAL STRUCTURE AND OPERATIONAL EFFICIENCIES

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15. HFPD is governed by an elected five-person Board of Directors. Currently, one seat is vacant. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

16. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
17. Operational efficiencies are achieved by utilizing a shared Fire Chief and a shared Administrative Clerk.
18. The District maintains a website where it posts information about District activities, documents and updates. The website currently does not provide necessary District documents including present and past agendas and minutes, budget and audit documents, operational data, and regulations and fee schedules.
19. HFPD demonstrates accountability by keeping its residents and customers apprised of District functions, and by utilizing a pro-active fire prevention program.

**Exhibit A****District Balance Sheet****HOPLAND FIRE PROTECTION DISTRICT****Balance Sheet  
June 30, 2013**

	<u>General Fund</u>
<b><u>ASSETS</u></b>	
Cash	\$ 140,621
Prepays	-
<b>TOTAL ASSETS</b>	<u>140,621</u>
<b><u>LIABILITIES &amp; FUND BALANCES</u></b>	
<u>Liabilities:</u>	
Accounts Payable	23,714
Total Current Liabilities	<u>23,714</u>
Total Liabilities	<u>23,714</u>
<u>Fund Balances:</u>	
Unassigned	93,830
Committed	7,088
Assigned	<u>15,988</u>
Total Fund Balance	<u>116,906</u>
<b><u>TOTAL LIABILITIES &amp; FUND BALANCE</u></b>	<u>\$ 140,621</u>
Fund Balance	116,906
Amounts reported for governmental activities on the Statement of Net Assets are different because:	
Capital Assets are not current financial resources and therefore are not reported in the funds.	1,668,883
Long-term liabilities, including bonds payable are not due in the current period and therefore are not reported in the funds.	<u>(254,431)</u>
Net Position of governmental activities	<u>\$ 1,531,358</u>

## COVELO FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

The Covelo Fire Protection District (CFPD) is a small rural fire agency located within Round Valley in the northeast quadrant of Mendocino County. The District provides structural fire protection, wildland fire protection, emergency medical response, rescue and extrication, ambulance service, fire prevention, and hazardous materials response as a first responder to the residents of Covelo and the surrounding area, including the Round Valley Indian Tribes of the Round Valley Reservation. This is the first municipal service review (MSR) for CFPD.

#### **FORMATION**

The first all-volunteer fire department in Covelo was started in 1947 with a 1942 Dodge Truck; consisted of all volunteers; and operated from the gas station. A major fire in 1960 destroyed a large portion of the small town of Covelo, and convinced the community to establish a Fire Protection District, which was formed in 1961. An ambulance service was added in 1975.

The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

#### **BOUNDARY**

The CFPD comprises 25.7 square miles (16,434 acres) and serves the Covelo and Round Valley area in northeast Mendocino County. The District is located to the west of the Eel River and the Mendocino National Forest. (Refer to Figure 7: Covelo Fire Protection District Map)

Access is provided by State Highway 162, which traverses east from US Highway 101 for 29 miles; with an average travel time between Covelo and Ukiah of about 90 minutes on serpentine roads. State Highway 162 traverses the District for approximately 3.5 miles.

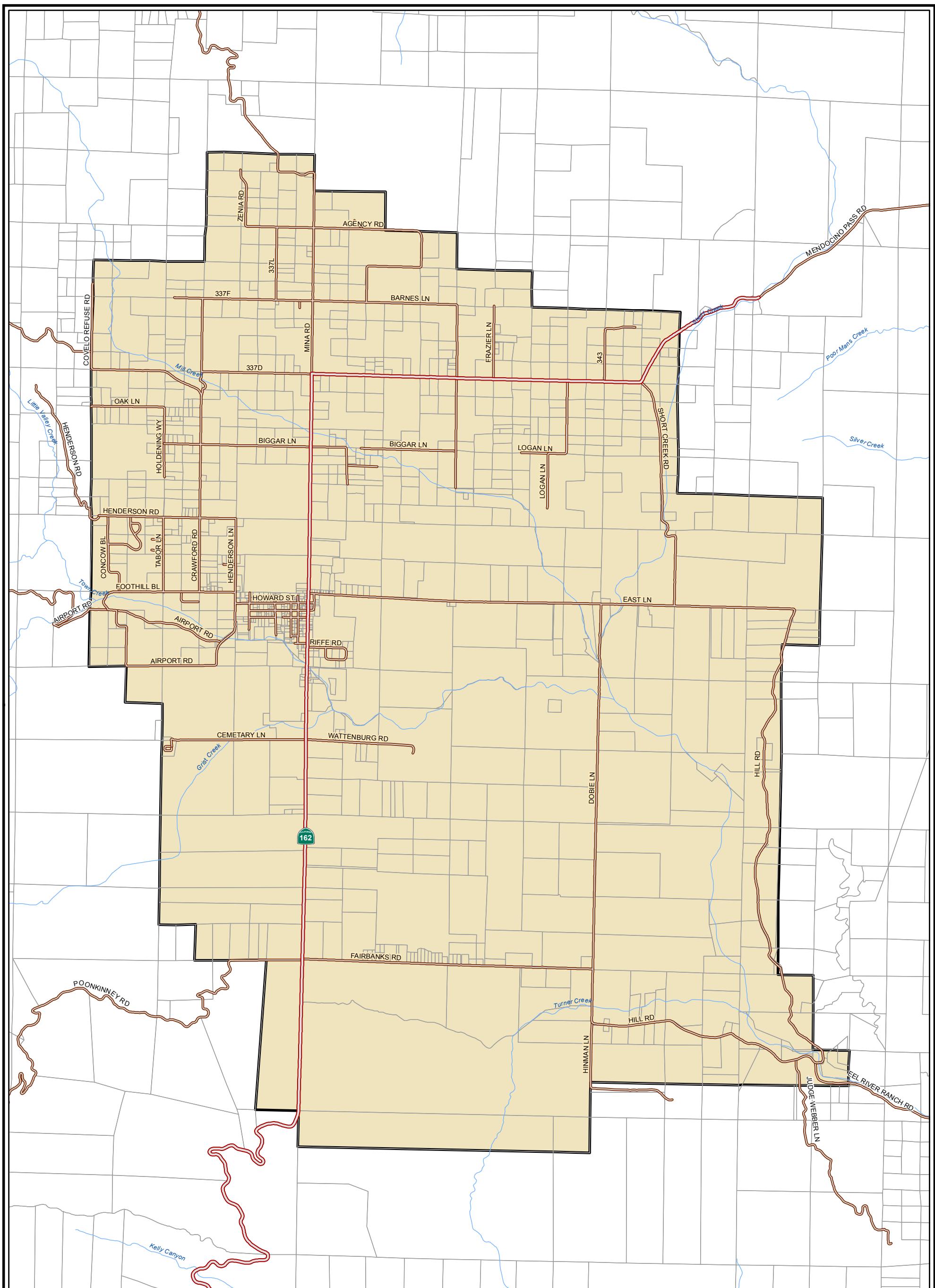
Since its formation, the district has not undertaken any annexations or detachments.

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#### **Extra-territorial Services**

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The ambulance service of CFPD provides extra-territorial services outside of Mendocino County to Southern Trinity County and Southeastern Tehama County, and to a large area within Mendocino County but outside the CFPD boundary.



## Covelo Fire Protection District

Covelo FPD

Parcels

Highways

Roads

Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.  
Note: This map is not a survey product.

0.25 0.125 0 0.25 0.5 Miles



However, these services provided outside the District are not considered to be Out-of-Agency Services, but accomplished as part of the existing mutual aid agreements. CFPD has Mutual Aid Agreements with the California Department of Forestry and Fire Protection (CALFIRE) and the United States Forest Service (USFS).

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## Unserved Areas

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There is a large area between the CFPD service area, the Long Valley Fire Protection District and Little Lake Fire Protection District that is unserved. (Refer to Figure 1)

### **SPHERE OF INFLUENCE**

The Sphere of Influence (SOI) for CFPD was established in October 1993, and is coterminous with its boundary.

### **ACCOUNTABILITY AND GOVERNANCE**

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

CFPD is governed by a five-member Board of Directors who are elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which sometimes is the case for CFPD. Currently, all five of the board members were appointed by the Mendocino Board of Supervisors. There have been no contested elections in the past five years. Although stipends are available, to date no Board Members have chosen to file a claim for payment. Board Member names, positions, and term expiration dates are shown in Figure 8.

Public meetings are held on the second Tuesday of every month at 7:00 PM at the fire station. The fire station is considered to be a community gathering place. Many organizations and groups hold meetings there; impromptu social gatherings occur on a daily basis. Board meeting agendas are posted on the door of the fire station and three public locations. Minutes are available upon request.

In addition to the required agendas, including the approval of meeting minutes, posted in four locations, the District tries to reach its constituents through word of mouth and telephone trees.

**Figure 8: Covelo Fire Protection District Governing Body**

<b>Covelo Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Doren Freeman, Fire Chief			
<b>Address:</b>	75900 State Highway 162 (PO Box 36) Covelo CA 95428			
<b>Telephone:</b>	707-983-6719			
<b>Email/website:</b>	covelofire@pacific.net	None		
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Terrence 'Terry' Proschold	President	November 2019	Appointed	4 years
Timothy 'Tim' Dennis	Vice President	November 2019	Appointed	4 years
Thomas 'Doug' Brown	Director	November 2017	Appointed	4 years
David Colin Vallero	Director	November 2019	Appointed	4 years
Rano V. McCombs	Director	November 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Second Tuesday of each month at 7:00 PM			
<b>Location:</b>	Fire Station 75900 State Highway 162 Covelo			
<b>Agenda Distribution:</b>	Posted on the door at the fire station and three public locations			
<b>Minutes Distribution:</b>	Available by request.			

The District reported that in the past year, it did not receive any complaints.

CFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and cooperated with document requests.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

CFPD has a part-time paid Fire Chief, 15 volunteers, and a part-time paid billing clerk. All volunteers are part of the fire department and do not receive a stipend for their service. Volunteers are evaluated as part of the weekly training sessions. CFPD is continually recruiting volunteers. The Board of Directors oversees the Fire Chief, financial statements, the annual budget, and audits. Annual audits are prepared by Rick Bowers, CPA. However, the Fiscal Year 2012-13 Audit has not been completed pending final financial information from the District.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. Capital improvement needs are generally planned in the budget.

## **GROWTH AND POPULATION PROJECTIONS**

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### **Land Use**

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The District's boundary area is approximately 25.7 square miles (16,434 acres) with an additional 400 square miles covered through mutual aid. A portion of the land within the District is located within USFS and Bureau of Land Management (BLM) administered lands. Land uses within the District include agriculture, residential, recreation, and limited commercial uses. The Round Valley Indian Reservation is a major employer in the area. The land use authority for privately held land within the District is the County of Mendocino.

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### **Existing Population**

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There are approximately 3,400 residents within the District, based on District estimates. According to the 2010 Census, there are 1,255 people residing in the Covelo community, which is a 'census designated place.' The population of the District has not increased over the past few years. The Round Valley Indian Reservation has a total resident population of 300, of which 99 live in the community of Covelo.

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### **Projected Growth and Development**

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The District reports that it anticipates little growth within its boundaries in the next few years because the Round Valley area is so remote. The community has a farming-oriented economy with limited opportunities for new residential development.

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## Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is Covelo, a 'census designated place' (CDP). The Covelo CDP qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632. For Covelo, the median household income in 2013 was \$24,750 (or 40.2% of the State median household income).

For CFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's service calls, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Covelo Fire Protection District and identifies the revenue sources currently available to the District.

CFPD reports that current financing levels are barely adequate to deliver services since the District is so remote and removed from mainstream economic opportunities. Additional financing opportunities identified by the District include going to the voters for approval of a new benefit assessment when the current assessment becomes inadequate.

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### Revenues

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Primary revenue sources for CFPD are property tax revenues, charges for services, and contributions from property owners (property assessments). District revenue increased significantly in Fiscal Year 2012-13 due to increased charges for services. This makes up for a deficit in Fiscal Year 2011-2012. Revenue sources and a three-year comparison are shown in Figure 9.

## Expenditures

Expenditures in FY 11-12 for Covelo were \$179,583, which included purchase of a fire engine and an ambulance. Total expenditures exceeded total revenues by \$36,538. In those years in which revenue exceed expenditures, the excess is rolled over into a 'Fund Equity' Account. (See below.)

**Figure 9: Three-year Revenues and Expenditures Comparison**

	FY 10-11	FY 11-12		FY 12-13		
<b>Revenues</b>						
Property Tax	\$50,182	33%	\$52,194	36%	\$52,034	21%
Property Assessments	\$0	0%	\$0	0%	\$0	0%
Interest Income	\$2,553	2%	\$2,526	2%	\$557	0%
Other Government Funds	\$640	0%	\$640	0%	\$0	0%
Charges for Services/Contributions	\$98,636	65%	\$87,685	61%	\$196,629	79%
<b>Total Income</b>	<b>\$152,011</b>	<b>100%</b>	<b>\$143,045</b>	<b>100%</b>	<b>\$249,220</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$13,080	9%	\$15,297	9%	\$36,327	20%
Services & Supplies	\$132,607	91%	\$164,286	91%	\$148,210	80%
Debt Service	\$0	0%	\$0	0%	\$0	0%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$145,687</b>	<b>100%</b>	<b>\$179,583</b>	<b>100%</b>	<b>\$184,537</b>	<b>100%</b>
<b>Net Income (Or Loss)</b>	<b>\$6,324</b>		<b>-\$36,538</b>		<b>\$64,683</b>	
Accumulated Depreciation					\$233,618	

## Liabilities and Assets

The District maintains a Fund Equity Account as a cushion against year-to-year fluctuations in revenues and expenditures. As of June 30, 2013, the District Fund Equity Account contained \$648,979, with \$445,914 invested in the California State Controller's pooled money investment account, the Local Agency Investment Fund – LAIF.

Covelo FPD has no long term debt or other financial obligations.

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## Financing Efficiencies

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CFPD does participate in Mutual Aid agreements for fire response with the U.S. Forest Service, Bureau of Indian Affairs, and CALFIRE. The Federal government, through USFS and BLM, and the State of California, through CALFIRE, reimburse the District for major wildland fire events to which the District is committed for more than four hours.

The Round Valley Indian Tribal Council does not provide revenue or reimbursement to the District for fire response calls to the reservation or to the Hidden Oaks Casino. As applicable, the Indian Health Clinic may send reimbursement of medical services, but their reimbursement restrictions are numerous and reimbursement is not guaranteed.

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## Fundraising

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The Covelo Fire Auxiliary holds fundraising events on the behalf of CFPD. The CFPD also holds an annual Christmas Tree Sale to raise funds for their volunteer organization.

## **2. MUNICIPAL SERVICES**

### **FIRE SERVICES**

#### **Service Overview**

The Covelo Fire Protection District provides structural fire protection, wildland fire protection, emergency medical services, rescue and extrication, ambulance service, fire prevention, and hazardous materials response as a first responder to the residents of Covelo and the surrounding area, including the Round Valley Indian Tribes of the Round Valley Reservation. Fire prevention is provided in the form of code inspection in State Fire Marshal-mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires. The District gets compensated when the department responds to wild fires under mutual aid agreements with CALFIRE, USFS, and the Bureau of Indian Affairs (Indian Tribal Management). The majority of wildland fire responses are reportedly uncompensated.

The CFPD provides services to non-residents who are billed per billing ordinance and fee schedule; however, reimbursement is often limited and sporadic.

The only Fire Protection District staff reimbursed for services is the Fire Chief and the records billing officer, both part-time employees. The 15 volunteer firefighters' ages range from 18 to 67, with the median age being 35. Two volunteers work for the USFS and two work for CALFIRE. Most of the District's volunteer firefighters are trained to Volunteer Firefighter level, and there are two First Responders and five EMTs.

Response equipment includes one water tender, two Type 2 heavy engines, two Type 3 wildland engines, three Type 3 ambulances, one chief's "squad" pickup truck, and one ambulance director's SUV.

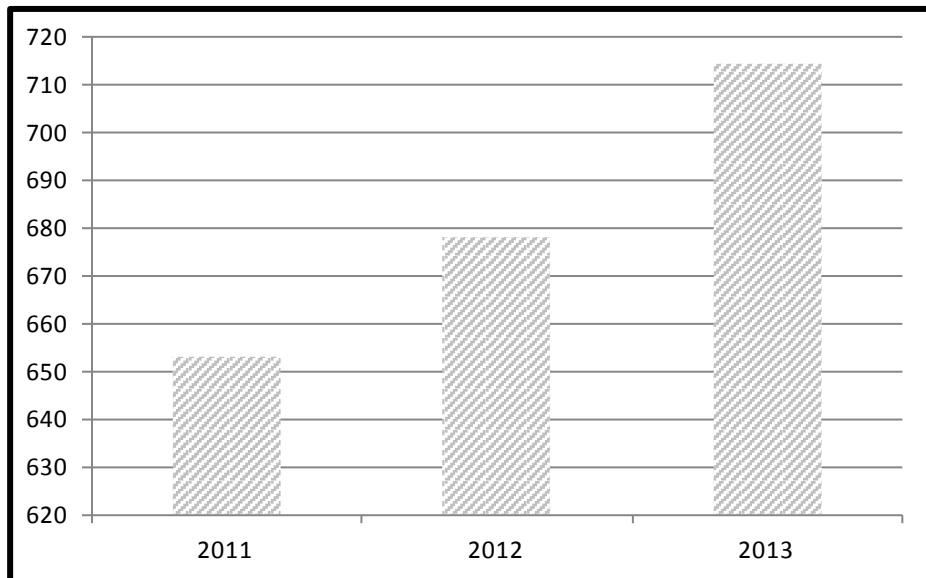
Fire District personnel train monthly, with the type and focus of training varying each time. The Fire Protection District volunteers are active in the community and participate in most all local activities, including educational outreach and visits to the schools.

The Department is dispatched by CALFIRE. Firefighters are paged out by cell phone or by radio.

## Demand for Services

As shown in Figure 10, the number of calls have increased slightly over the past three years. The annual calls average about 700, and do include the blood pressure clinic. The majority of the calls are medical emergencies (85%). Ten percent of the calls are fire-related, with 60% of those incidents being wildland fires. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 10: Number of Calls by Year, 2011-2013**



The CFPD reported that it generally had sufficient capacity to provide services to its current service area and future growth, with the exception of the area in the extreme eastern portion of the District in the National Forest and Wilderness Area. The District struggles to provide a sufficient level of services in the remote areas and relies heavily on mutual aid with federal and state government agencies.

## Infrastructure and Facilities

There is one fire station in Covelo on State Route 162.

The District's water supplies are represented by two 250-feet deep water wells located on fire station property and reserved for filling the two water tenders; the town of Covelo and the Round Valley Indian Reservation have minimal fire hydrants, as described in Figure 11: Fire Service Profile.



Covelo Fire Department Station

75900 State Highway 162

Covelo

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## Infrastructure Needs or Deficiencies

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The CFPD has been working towards replacing its fleet of 11 vehicles in the last 10 years. Most of these replacement vehicles were used and either purchased from other fire departments or acquired under the Federal Excess Property Program. The District acquired a new 2,500 gallon water tender in 2011.

The following equipment is owned and operated by the District:

- Three ambulances - 2008, 1995, 1996;
- Two type III (small brush truck) - 2008, 1985 (4x4);
- Two type II structure trucks - 1980, 1995;
- One 2,500 gallon water tender truck – 2011;
- Two Chief trucks - 1995, 2002; and
- One ambulance director car – 2006

The District is 75% complete on the recent renovations to their station on SR 162. They replaced all of the floors, replaced all lighting with energy efficient fixtures, replaced exterior security lighting, repainted the interior, and updated the water system and plumbing fixtures in the station.

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## Shared Facilities and Regional Collaboration

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CFPD is located in a remote area and has mutual aid fire agreements with U.S. Forest Service, Bureau of Indian Affairs (Indian Affairs Management), and CALFIRE. They also have mutual aid ambulance agreements with Ukiah and Long Valley FPD. Helicopter ambulance service comes out of Ukiah.

No apparatus or facilities are shared with other districts.

The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. Covelo FPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.

The Fire Department did not identify any future opportunities for facility sharing.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. CFPD has an ISO rating of 9 for residential structures; and an ISO rating of 10 for commercial structures.

Current concerns are the closing by the Department of Fish and Wildlife of a critical fire access road, and the fact that most of the many calls to the Indian Tribes in the Valley are not reimbursed.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The District tracks its response times for each incident. Based on CFPD sample response times during 2013, its median response time in town was 4-8 minutes, and outside of Covelo, a longer response most of the time, dependent upon location.

The one main fire station in Covelo serves the entire 26 square mile area. CFPD has approximately 4-5 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 11.

**Figure 11: Covelo Fire Protection District Profile**

<b>Fire Service Profile - COVELO FIRE PROTECTION DISTRICT</b>					
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>	
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year	2013
Fire Stations in District	One	Fire Suppression	Direct	Total Service Calls	714
Main Station Location: SR 162, Covelo		Emergency Medical Service	Direct	% Emergency Medical Service	85%
Square Miles Served per Station <sup>1</sup>	25	Ambulance Transport	ALS/BLS	% Fire/Hazardous Materials	10%
Total Staff <sup>2</sup>	17	Hazardous Materials	Direct	% False	1%
Total Paid Firefighters (in FTE)	1	Air Rescue/Helicopter	3 - See Text	% Miscellaneous Emergency	1%
Total Volunteer Firefighters	15	Fire Suppression Helicopter	CalFire	% Non-Emergency	1%
Total Firefighters per Station <sup>3</sup>	16	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	2%
Total Firefighters per 1,000 pop.	4.7	Fire/EMS Dispatch	CalFire	Calls per 1,000 population	210
<b>Service Adequacy</b>		<b>Service Challenges</b>			
Response Time Base Year		Maintain sufficient funds to operate the District each year. Difficulty in accessing the more remote portions of the District. Negotiating a reimbursement program with the Round Valley Tribe.			
Response Time (in minutes)		4 - 8			
Maximum Response Time (in minutes)		90			
ISO Rating		Once monthly on a variety of skills and techniques.			
Notes: 1) Primary service area (square miles) per station. 2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel. 3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.					

## AMBULANCE SERVICES

Ambulance service is an important component of the District' services due to the isolated location of the District. For ambulance response, the Basic Life Support (BLS) is provided in Covelo, while Advanced Life Support (ALS) is provided through Willits with transfers completed along SR 162. CALSTAR (Ukiah), REACH (Santa Rosa) and Enloe (Chico) also respond by air ambulance to Round Valley Airport (AirNav 009).

The District medical response area extends from Dos Rios on Highway 162, to the Tehama County line, to the Trinity County line, and to the top of Forest Highway 7 in the National Forest. More than 600 Round Valley residents are CALSTAR subscribers, paying \$55 per year to be eligible for helicopter transport services for no cost beyond their insurance coverage. The nonprofit entity, CALSTAR (California Shock Trauma Air Rescue) provides an exceptional, affordable service for this community and other remote areas from which ground transport would take much more than the maximum "Golden Hour" within which to save the lives of persons in critical need of hospital care.

Medical services are also provided by the District, and in addition to emergency responses, include medical transfers, blood pressure clinics, and limited health education.

## **4. MSR DETERMINATIONS**

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### **Growth and Population Projections**

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1. There are approximately 3,400 residents within the District according to the 2010 Census.
2. The population of the District has seen very limited growth increases over the last few years, and expects very little growth to occur in the future.

### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. Two DUCs are identified within the RVCWD: the unincorporated community of Covelo and the Round Valley Indian Tribe. Covelo, a census designated place, had a 2010 population of 1,255 and a median income of \$28,114 (U.S. Census Bureau, 2011, pp. Covelo, CA). The median income for Covelo residents is less than 80 percent of the statewide annual median, and is therefore considered a DUC.

### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The District's current facilities are limited but they do have the capacity to adequately serve current demand in the 26 square mile area and limited future growth for fire protection; medical response services are extremely thin due to the size of the area and its remoteness. However, the CFPD relies heavily on mutual aid with the U.S. Forest Service and CALFIRE.
5. The District reported that the SR 162 Station is 75% complete with renovations and remodeling.
6. Capital improvement needs for the District are generally planned in the budget.

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### Financial Ability of Agency to Provide Services

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7. CFPD reported that current financing levels are barely adequate to deliver services.
8. The fire department receives income from a property tax assessment which varies depending on the type of parcel and square footage. In FY 11-12, the CFPD received \$52,194 in property tax. The District's strike team gets reimbursed for responding to wild fires when the fire event lasts longer than four hours. The Covelo Fire Protection District also charges emergency fire response fees for providing services to non-residents who do not have a contract with the District.
9. In FY 11-12, total expenditures exceeded total revenues by \$36,538. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.

---

### Status and Opportunities for Shared Facilities

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10. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. CFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.
11. On January 18, 2015, paramedics from verihealth, Inc. began utilizing District facilities and ambulances in partnership with the District.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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12. CFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
13. In addition to the required agendas and minutes, CFPD tries to inform its constituents through multiple outreach activities.

14. The District maintains a community presence at its SR 162 fire station where it posts information about district activities, documents and updates. The fire station is a gathering place for the community. The Covelo Volunteer Fire Department is regularly recognized and used by residents as a first-aid station.
15. There is a need to negotiate with the Round Valley Indian Tribes (RVIT) for a reimbursement formula for medical and fire calls and responses.
16. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

\* \* \* \*

## LEGGETT VALLEY FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

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The Leggett Valley Fire Protection District (LVFPD) is a small, rural fire agency located along the US Highway 101 Corridor in northwestern Mendocino County. The District provides structural and wildland fire protection, emergency medical response, and rescue and extrication. The District is also a first responder for hazardous materials incidents. This is the first municipal service review (MSR) for the District.

#### **FORMATION**

The Leggett Valley Fire Protection District was established in 1974, and is also referred to as the Leggett Valley Volunteer Fire Department.

The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

#### **BOUNDARY**

LVFPD is located in the northwest corner of Mendocino County where U.S. Highway 101 intersects with State Highway 1. North of the District is the Piercy Fire Protection District, while the southeast boundary is adjacent to the Long Valley Fire Protection District. (Refer to Figure 1: Map of Fire Protection Services in Mendocino County) The District serves the community of Leggett, as well as the highway corridors (Highways 101 and 1) and outlying rural areas. (Refer to Figure 12: Leggett Valley Fire Protection District Map) The District comprises 29.0 square miles (18,545 acres); however, because the terrain of the LVFPD is so diverse and rugged, the 29 square miles equates to about 145 square miles.

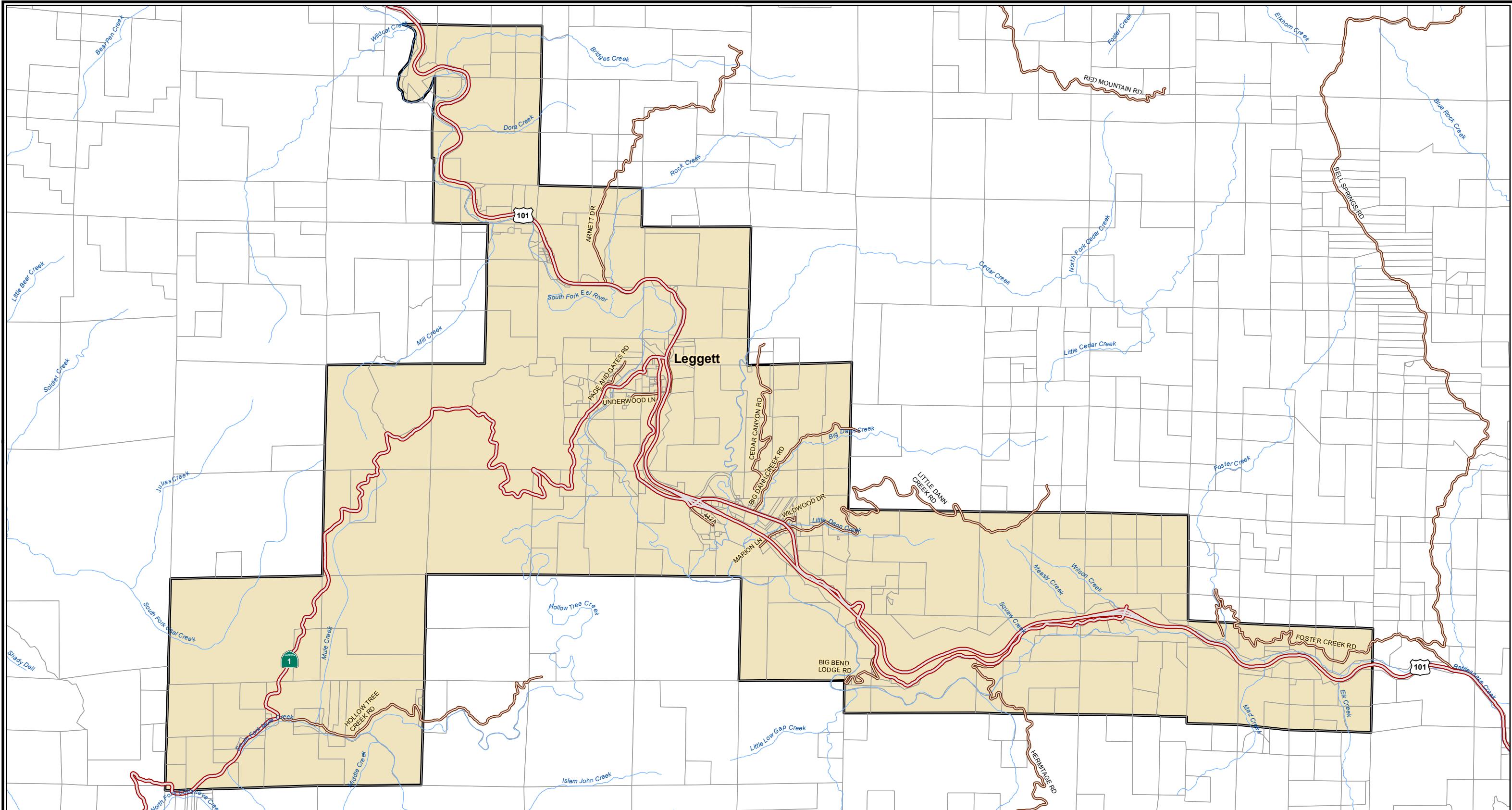
Since its formation, the District has not undertaken any annexations or detachments.

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#### **Extra-Territorial Services**

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LVFPD does not provide direct services outside the District boundary. However, on occasion CALFIRE will dispatch District engines and personnel to the Usal Road (Lost Coast and Sinkyone Wilderness State Park) area adjacent to the Pacific Ocean. Response times to this area can exceed 90-minutes.



## Leggett Valley Fire Protection District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.  
Note: This map is not a survey product.

- Leggett Valley FPD
- Highways
- Roads
- Parcels
- Streams

0.5 0.25 0 0.5 Miles



LVFPD maintains an automatic aid agreement with the Piercy Fire Protection District (since 2005), and mutual aid agreements with the California Department of Forestry and Fire Protection (CALFIRE) (for wildland fire incidents), Mendocino County, and the Garberville Fire Protection District in Humboldt County.

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## Unserved Areas

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A large portion of the Highway 1 Corridor between the southwest boundary of LVFPD and the Westport Volunteer Fire Company on the Mendocino Coast is unserved; however, this area is extremely remote with rugged terrain. (Refer to Figure 1)

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for LVFPD was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. Where US Highway 101 is adjacent to the District boundary, the SOI was expanded to one-half mile on either side of US Highway 101 for a distance of approximately 30 miles. The District reports that this area is difficult to serve. The SOI is otherwise considered to be coterminous with the District Boundary. Delineating the sphere along the Highway 101 Corridor should be included as part of the District SOI Update.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to: 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings; 2) a defined complaint process designed to handle all issues to resolution; and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

LVFPD is governed by a five-member Board of Directors elected at-large to 4-year staggered terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the current situation. There are currently five board members, all appointed by the Board of Supervisors. There have been no contested elections in the past five years. Current Board Member names, positions, and term expiration dates are shown in Figure 13.

The Board meets on the second Wednesday of each month at 7:00 PM at the American Legion Carl Burkey Memorial Hall, which is owned by LVFPD. Board meeting agendas are posted on the Firehouse door and three public locations. Minutes are available upon request. Board Members do not receive a stipend for meetings or any other reimbursements or benefits.

**Figure 13: Leggett Valley Fire Protection District Governing Body**

<b>Leggett Valley Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Ely Reighter, Fire Chief			
<b>Address:</b>	65550 South Drive Thru Tree Road (PO Box 191) Leggett CA 95585			
<b>Telephone:</b>	707-925-2570			
<b>Email/website:</b>	leggettfire@gmail.com      No website			
<b>Board of Directors</b>				
<b>Member Name</b>	<b>Position</b>	<b>Term Expiration</b>	<b>Selection</b>	<b>Length of Term</b>
Melvin (Ted) Blair	President	December 2017	Appointed	4 years
Alice Guerena	Secretary	December 2019	Appointed	4 years
Herbert B. Roth, Jr.	Director	December 2019	Appointed	4 years
L. Steven Day	Director	December 2017	Appointed	2 years
Scott Rosenthal	Director	December 2017	Appointed	2 years
<b>Meetings</b>				
<b>Date:</b>	Second Wednesday of each month at 7:00 PM			
<b>Location:</b>	Carl Burkey Memorial Hall, 68167 Highway 101			
<b>Agenda Distribution:</b>	Posted on the Firehouse door and at three locations in the community.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required public notices, agendas and meeting minutes in compliance with the Brown Act, the District tries to reach its constituents through community outreach. The District does not have a website.

The District reported that it has received two complaints in 15 years. These complaints were resolved by the Board of Directors.

LVFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

LVFPD has a volunteer Fire Chief, one volunteer Captain and 6 volunteer Firefighters. All volunteers are part of the fire department and do not receive a stipend for their service. Six of the volunteer Firefighters are also trained Emergency Medical Technicians (EMTs). LVFPD is continually recruiting and volunteers are always needed.

The Fire Chief fills out detailed response sheets to determine how time is being spent and how to improve efficiency. In addition, the fire department keeps an emergency log and training records.

The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally, LVFPD does review the best practices of other districts.

The District's financial planning efforts include an annual adopted budget and annual audited financial statements. Capital improvement needs are generally planned for in the budget, and approved by the Board of Directors.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 29 square miles; however, the Sphere of Influence stretches for 30 miles along US 101 for one-half mile on either or both sides of the highway, thus increasing the District's service area by approximately 18 square miles. A majority of the land within the District consists of forest land with recreational uses, including summer camps and forest campgrounds. The Standish-Hickey State Recreation Area and the Smith Redwoods State Reserve are both within the District Boundary.

The small community of Leggett is located along the South Fork of the Eel River at the junction of US Highway 101 and State Highway 1. The community consists of residential areas, a gas station, a convenience market and restaurant, and Leggett Valley High School (Pre-K – 12). Leggett is home to the Chandelier Drive Thru Tree, a 315-foot tall redwood with a "road" cut through it. It is a long-time visitor attraction. The land use authority for private land within LVFPD is the County of Mendocino.

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## Existing Population

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LVFPD estimates that it serves 300 full-time residents, and an approximate additional 300-700 summer residents. The community of Leggett is a census designated place (CDP) with a 2010 population of 122. Events or activities at forest campgrounds can increase the visitor population by 300-700 dependent upon the event. The population of the District has not increased over the last few years, as it is located in a rural and remote area.

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## Projected Growth and Development

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The District reports that it anticipates virtually no growth within its boundaries in the next few years. Summer, part time residents in the campgrounds and summer camps can double the area population when the weather is conducive to recreational activities.

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## Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is Leggett, a 'census designated place' (CDP). The Leggett CDP qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632. For Leggett, the median household income in 2012 was \$28,068 (or 45.5% of the State median household income).

For LVFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's complaint logs, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community. Potable water is provided by individual wells, and sewage disposal is by individual septic systems.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Leggett Valley Fire Protection District and identifies the revenue sources currently available to the District, as well as necessary expenditures.

The department's major needs are additional funding and more volunteers available during daytime hours. The District currently operates on a fairly 'bare bones' budget although District revenues appear to be sufficient to fund District operations. A summary of revenues and expenditures over the past three Fiscal Years is presented in Figure 14.

**Figure 14: Three-year Revenues and Expenditures Comparison**

	<b>FY 10-11</b>		<b>FY 11-12</b>		<b>FY 12-13</b>	
<b>Revenues</b>						
Property Tax	\$29,918	84%	\$28,674	72%	\$30,015	73%
Property Assessments	\$0	0%	\$0	0%	\$0	0%
Interest Income	\$269	1%	\$421	1%	\$382	1%
Other Government Funds	\$296	1%	\$295	1%	\$0	0%
Charges for Services/Contributions	\$5,087	14%	\$10,232	26%	\$10,686	26%
<b>Total Income</b>	<b>\$35,570</b>	<b>100%</b>	<b>\$39,622</b>	<b>100%</b>	<b>\$41,083</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$0	0%	\$0	0%	\$0	0%
Services & Supplies	\$31,488	100%	\$26,475	100%	\$28,205	100%
Debt Service	\$0	0%	\$0	0%	\$0	0%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$31,488</b>	<b>100%</b>	<b>\$26,475</b>	<b>100%</b>	<b>\$28,205</b>	<b>100%</b>
<b>Net (Or Loss)</b>	<b>\$4,082</b>		<b>\$13,147</b>		<b>\$12,878</b>	
Current Year Depreciation					\$19,664	
Accumulated Depreciation					\$228,858	

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## Revenues

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Revenues for LVFPD have been fairly consistent for the past three years. Major revenues are derived from property tax and donations. The District does not levy a special tax (assessment) approved separately by the District voters. Normally, the District 'rolls over' any unspent funds from each Fiscal Year into a 'fund balance' which can be considered to be a Reserve Fund. The LVFPD has budgeted and purchased fire and medical rescue apparatus with reserve funds. In Fiscal Year 2011-2012, the District spent \$10,378 on firehouse improvements; and in Fiscal Year 2012-2013, spent an additional \$23,454 on firehouse improvements.

The District receives about \$30,000 from the District's share of property taxes. The District's strike team gets reimbursed for responding to wildfires when the department responds under mutual aid agreements with CALFIRE or the United States Forest Service (USFS) according to the established fee schedules. Firefighters responding on strike team assignments are paid depending on the event and their position. The LVPFD charges emergency fire response fees for providing services to non-residents who do not have a contract with the District; however, it is difficult for the volunteer district to collect these fees.

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## Expenditures

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Expenditures for the past three Fiscal Years are summarized in Figure 14. All expenditures are charged as Services & Supplies, as there are no paid personnel, debt service, or other costs. Primary expenditures are for liability insurance, worker's compensation insurance, maintenance, and utilities. In addition to firehouse improvements, the District also acquired a used fire truck utilizing reserve funds.

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## Liabilities and Assets

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The District has no long term debt. The Mendocino County Auditor-Controller maintains the District's General Fund. As of June 30, 2013, the District maintained a fund balance of 73,441, down from \$81,543 on June 30, 2012. Refer to the District Balance Sheet in Exhibit A for details.

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## Financing Efficiencies

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The District participates in a joint powers agreement (JPA) for the Self Insurance System of the Fire District's Association of California.

The District does not participate in any formal Automatic Aid agreements. The District maintains the following mutual aid agreements with other agencies: CALFIRE for wildland fires, and the Piercy Fire Department. The District is a member of the Zone 1 Planning, Mutual Aid Association.

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## Fundraising

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The Volunteer Firefighters Association is a non-profit organization that holds fundraisers throughout the year to raise money to help buy new fire equipment, fire station improvements and training aids. They typically raise about \$10,000 annually which is a large portion of the funding source for Leggett Valley FPD. In the summer, the Mountain Folk Festival (music, BBQ, vendors, auction/raffle) is held and typically raises \$5,000-\$10,000; some funds are derived from anonymous donations (churches, community members, logging company, etc).

The Mendocino Community Foundation awarded a grant from the Community Enrichment Program for \$5,000 towards the Burkey Hall remodel/renovation, which added ADA access ramps, thus improving both the center's accessibility and its attractiveness as a rental location.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

The Leggett Valley Fire Protection District provides structural fire protection, wildland fire protection, emergency medical services to an EMT/First Responder level, rescue, hazardous material response, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The LVFPD also responds to wildland fires. The District gets compensated when the department responds to wildland fires under mutual aid agreements with CALFIRE and the United States Forest Services (USFS); however, the majority of the department's wildland fire responses are reportedly uncompensated.

Due to the wide variety of topographical features of the area, LVFPD responds to a diverse number of emergency calls. The types of emergency responses can be anything from traffic collisions to water and cliff rescues, medical emergencies to wildland fires.

During the period in 2004-2005, when nearby Piercy's fire department was not functioning, Leggett's all-volunteer department of nine firefighters responded to many of Piercy's calls as well. Funding for a long-awaited, new four-wheel-drive wildland fire engine was awarded through a Federal Assistance to Firefighters grant. Generating the required 10% match amount for the engine took significant effort and funds from many sources.

Until the most recently acquired fire engine arrived, the department's resources consisted of only a very old CALFIRE Type 3 engine, an older 3,000-gallon water tender, and a 4-wheel-drive rescue unit which can carry up to five volunteers. Equipment includes the "jaws of life" tool for extricating trapped passengers; and other emergency rescue equipment.

The Fire Protection District's eight volunteer firefighters are required to train each Saturday at the fire station. The firefighters' ages range from 18 to 56, with the median age being 33. All of the District's eight volunteer firefighters are trained to Volunteer Firefighter level, all are First Responder level, and five are EMT level certified.

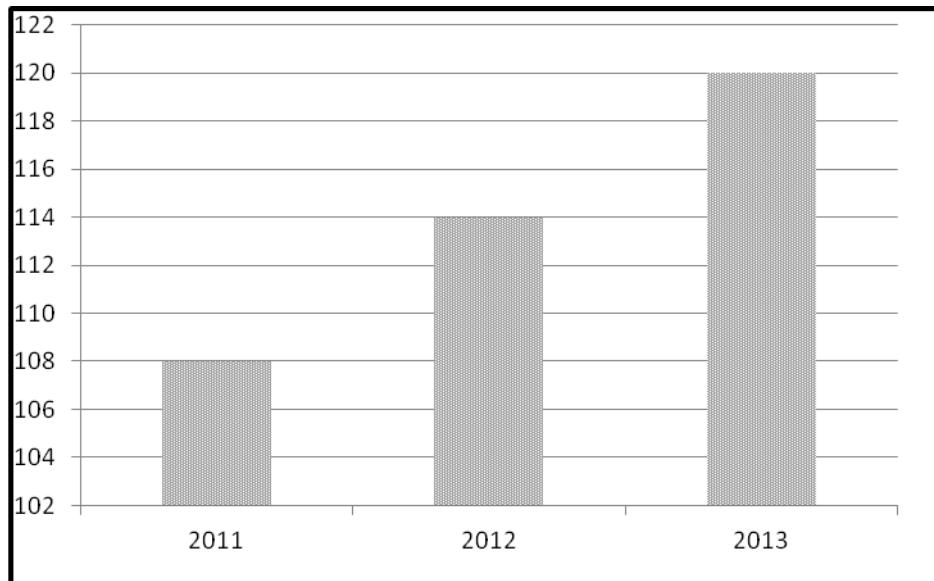
CALFIRE provides dispatch services for the LVFPD.

## Demand for Services

Traffic accidents account for approximately 42% of the calls, at approximately 50 per year, out of a total of 120 calls. Four to five small vegetation fires and one or two structure fires occur in most years, and the balance of calls are medical responses.

As shown in Figure 15, the number of calls has increased slightly each of the last three years. Annually there are 120 calls with medical response to traffic accidents and other medical services response accounting for 90%. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 15: Number of Calls by Year, 2011-2013**



## Infrastructure and Facilities

The District fire station is located at 67001 Drive Thru Tree Road in Leggett, located about two miles west of US Highway 101. The District also owns the community center, Burkey Hall which is a gathering place in this small and remote community.



The Harry Lute Fire Station

67001 Drive Thru Tree Road

Leggett

The LVFPD area does not have a water system, and there are no hydrants. The District relies on residents having their own individual water cistern adjacent to their homes. As part of the Mendocino County building permit process, the County requires a cistern to be constructed. However, this requirement is not always met, especially for structures that predate current building codes or fire safe regulations, or for structures that were constructed without permits.

There is one 10,000 gallon water tank at the fire station which is available for filling engines, tankers and tenders. In the past, there was a water tender, which is scheduled to be replaced since it no longer runs.

### Infrastructure Needs or Deficiencies

The LVFPD reported that the Main Station needs to be completed. The improvements will be made as funding becomes available.

The water supply is not "adequate" but has worked for 40 years; future improvements are necessary. The LVFPD would like to consider forming a watershed district or applying for a federal grant.

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## Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. LVFPD collaborates with other fire service providers through statewide and countywide mutual aid agreements. The District has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), the Fire Safe Council, the Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

The Fire Department did not identify any future opportunities for facility sharing although they did indicate it is a continual strain for them to respond to Piercy calls.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification system indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. LVFPD has a Rural ISO rating of 9.

Emergency response time standards vary by level of urbanization of an area; i.e., the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The District tracks its response times for each incident and reports that response times average 10-minutes per call, but can take up to 90-minutes in the remote areas of the District.

The Fire Department Service Profile is presented in Figure 16.

**Figure16: Fire Service Profile**

Leggett Valley Fire Protection District					
District Resource Statistics		Service Configuration		Service Demand	
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year	2013
Fire Stations in District	1	Fire Suppression	Direct	Total Service Calls	120
Main Station Location:	Leggett	Emergency Medical Service	Direct	% Emergency Medical Servi	42%
Square Miles Served per Static	29	Ambulance Transport verihealth-Willits		% Fire/Hazardous Materials	6%
Total Staff <sup>2</sup>	8	Hazardous Materials	Direct	% False	1%
Total Paid Firefighters (in FTE)	0	Air Rescue/Helicopter	CalFire	% Miscellaneous Emergenc	48%
Total Volunteer Firefighters	8	Fire Suppression Helicopter	CalFire	% Non-Emergency	1%
Total Firefighters per Station <sup>3</sup>	8	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	2%
Total Firefighters per 1,000 pop	8	Fire/EMS Dispatch	CalFire	Calls per 1,000 population	120
Service Adequacy		Service Challenges			
Response Time Base Year	2013	Size of Area; fluctuation in population in summer months			
Response Time (in minutes)	10 minutes	<b>Training</b>			
Maximum Response Time (in minutes)	90 minutes	Every Saturday for volunteers			
ISO Rating	9				
Notes: 1) Primary service area (square miles) per station. 2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel. 3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.					

### **3. MSR DETERMINATIONS**

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#### Growth and Population Projections

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1. There are approximately 300 residents within the District according to the 2010 Census. The camps and campgrounds add an additional 300-700 transient residents during the summer.
2. The population of the District has not increased over the last few years, and is not expected to increase in the next five to six years.

#### Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

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3. The Leggett community, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4. For LVFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

#### Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

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5. The District's current facilities barely have the capacity to adequately serve current demand for fire protection services. Due to the size of the SOI – one-half mile on either side of US101 for a distance of 30 miles, the LVFPD struggles to provide a sufficient level of services in this remote area.
6. The LVFPD reported that main station at Drive Thru Tree Road is currently being expanded. Remodeling began four years ago, including a mezzanine office and converting a storage space into a training room/office. In 2015, the District will refurbish the bathroom facilities.
7. Capital improvement needs for the District are generally planned in the budget; most of the work has been completed through accrual of modest reserves.

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### Financial Ability of Agency to Provide Services

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8. LVFPD reported that current financing levels are not adequate to deliver services. There is not enough funding to accommodate an additional need for expansion of medical response services, and training of additional personnel.
9. Additional financing opportunities identified by the District include a grant for a new water tender.
10. The District manages to function on limited revenues, and has been able to utilize unspent funds for equipment and firehouse improvements.

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### Status and Opportunities for Shared Facilities

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11. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. CFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.
12. The District did not identify any future opportunities for facility sharing.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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13. LVFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
14. The Board of Directors conduct the business of the District and administer most of the requisite paperwork.
15. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
16. Development of a District website would enhance opportunities to inform the public.
17. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet**

**LEGGETT VALLEY FIRE PROTECTION DISTRICT**  
**BALANCE SHEETS - GOVERNMENTAL FUNDS**  
June 30, 2013 and 2012

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<u>ASSETS</u>	June 30, 2013	June 30, 2012
<b>Current Assets</b>		
Cash	\$ 70,966	\$ 78,491
Accounts Receivable	1,029	—
Prepaid Insurance	4,951	4,552
<b>TOTAL ASSETS</b>	<u>\$ 76,946</u>	<u>\$ 83,043</u>
 <b><u>LIABILITIES AND FUND BALANCES</u></b>		
<b>Current Liabilities</b>		
Accrued Expenses	<u>\$ 3,505</u>	<u>\$ 1,500</u>
<b>Fund Balances</b>		
Nonspendable	4,951	4,552
Unassigned	<u>68,490</u>	<u>76,991</u>
<b>Total Fund Balances</b>	<u>73,441</u>	<u>81,543</u>
<b>TOTAL LIABILITIES AND FUND BALANCES</b>	<u>\$ 76,946</u>	<u>\$ 83,043</u>

## LITTLE LAKE FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

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The Little Lake Fire Protection District (LLFPD) is an urban/rural fire protection agency headquartered in Willits. LLFPD provides structural fire protection, wildland fire protection, emergency medical services to an EMT/First Responder level, rescue and extraction, hazardous material response, and fire prevention.

Located in the geographic center of Mendocino County along the US Highway 101 Corridor, LLFPD serves the City of Willits and the surrounding Little Lake Valley (with the exception of the Brooktrails community which has its own fire department). This is the first municipal service review (MSR) for the District.

### **FORMATION**

The original Willits Volunteer Fire Company dates back to 1898. A local volunteer fire department was established in 1964 to serve the area immediately adjacent to the City of Willits, and comprised 28.7 square miles. In 1974, the City of Willits Fire Department joined the local volunteer fire department to create the Little Lake Fire Protection District, an area comprising an additional 2.8 square miles. Through subsequent annexations, the District now encompasses 239.4 square miles (153,212 acres).

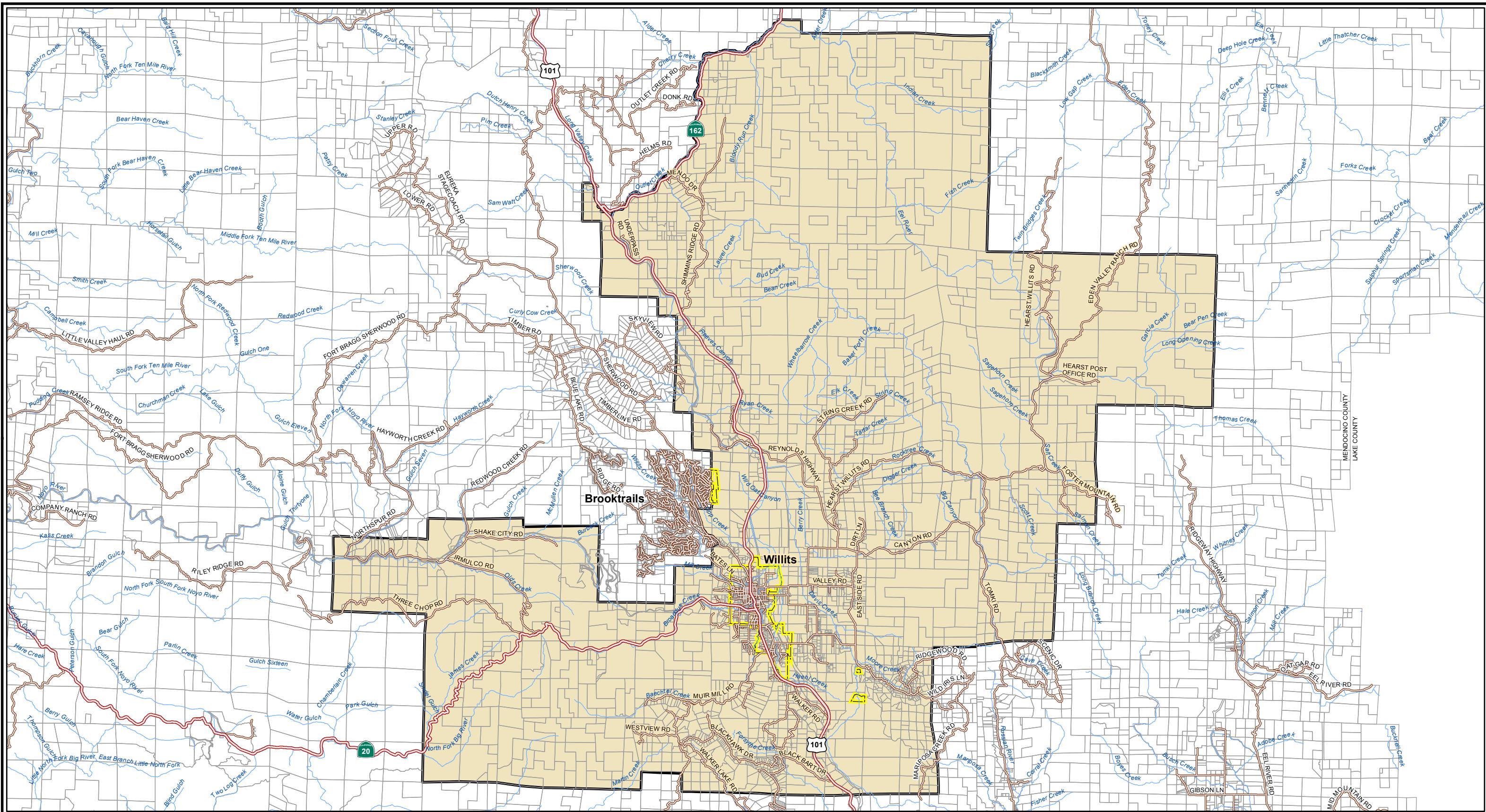
The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

### **BOUNDARY**

LLFPD is located in central Mendocino County along U.S. Highway 101; it is approximately 24 miles north of Ukiah. Adjacent to and west of LLFPD is the Brooktrails Township Community Services District with its own fire department. To the northwest of the District is the Long Valley Fire Protection District; and to the southeast are the Potter Valley Community Services District which provides fire protection services, and the Redwood Valley-Calpella Fire Protection District. (Refer to Figure 1: Map of Fire Protection Services in Mendocino County)

The District serves all of the City of Willits, as well as the highway corridors (Highways 101 and 20) and outlying rural areas. (Refer to Figure 17: Little Lake Fire Protection District Map)

In July of 1990, the District annexed several outlying areas including Ridgewood, Irmulko, Tomki, Hearst, String Creek, and north to Longvale.



1 0.5 0 1  
Miles



In 1996, an area was detached from LLFPD and annexed into Redwood Valley-Calpella Fire Protection District.

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## Extra-Territorial Services

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LLFPD provides automatic aid fire protection to Brooktrails. The District also maintains mutual aid agreements with Laytonville, Redwood Valley, and the California Department of Forestry and Fire Protection (CALFIRE) for wildland fire incidents, and Mendocino County.

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## Unserved Areas

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There are two small pockets near the southeast District boundary that are also adjacent to Potter Valley Community Services District and Redwood Valley-Calpella Fire Protection District, but are not in any fire service district. There is also an area along US 101 between LLFPD and Redwood Valley-Calpella Fire Protection District that is not within a fire service district, although a portion of this area is the Ridgewood Ranch (Seabiscuit Heritage Foundation) which is served. Existing residential development between the LLFPD boundary and the Brooktrails Township Community Services District is apparently not served. (Refer to Figure 1: Map of Fire Protection Services in Mendocino County)

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for LLFPD was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to: 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings; 2) a defined complaint process designed to handle all issues to resolution; and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

LLFPD is governed by a five-member Board of Directors elected at-large to 4-year staggered terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the current situation. There are currently five board members, all appointed by the Board of Supervisors. There have been no contested elections in the past five years. The District does comply with legal notices and County election procedures every two years so that qualified interested parties have the opportunity to become candidates. Board Members do not receive a stipend for meetings or any other reimbursements or benefits. Current Board Member names, positions, and term expiration dates are shown in Figure 18.

The Board meets on the second Tuesday of each month at 5:00 PM at the main station on East Commercial Street in Willits. Board meeting agendas are posted on the firehouse door. Minutes are available upon request.

**Figure 18: Little Lake Fire Protection District Governing Body**

<b>Little Lake Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Carl Magann, Fire Chief			
<b>Address:</b>	74 East Commercial Street Willits CA 95490			
<b>Telephone:</b>	707-459-6271			
<b>Email/website:</b>	magann@co.mendocino.ca.us No website			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Tony Madrigal	Chair	December 2019	Appointed	4 years
Gerardo 'Gerry' Gonzalez	Vice Chair	December 2019	Appointed	4 years
Tom Herman	Director	December 2017	Appointed	4 years
John B. Bixler	Director	December 2019	Appointed	4 years
Patrick 'Pat' Charlson	Director	December 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Second Tuesaday of each month at 5:00 PM			
<b>Location:</b>	Main Fire Station 74 East Commercial Street Willits			
<b>Agenda Distribution:</b>	Posted on the Firehouse door.			
<b>Minutes Distribution:</b>	Available upon request.			

In addition to the required public notices in compliance with the Brown Act, agendas and meeting minutes, the District tries to reach its constituents through community outreach. The District does not have a website.

The District reported that it has not received any complaints in the past 10 years.

LLFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires, staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

LLFPD has the following paid personnel: Fire Chief, Deputy Fire Chief, Battalion/Training Chief, and Administrative Assistant. There are 39 volunteer firefighters of which 17 are also Emergency Medical Technicians (EMTs). The remainder are all trained as First Responders. All volunteers are part of the fire department and do not receive a stipend for their service. LLFPD is continually recruiting, as volunteers are always needed and greatly appreciated.

The Fire Chief fills out detailed response sheets to determine how time is being spent and how to improve efficiency. In addition, the fire department keeps an emergency log and training records.

The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally LLFPD does review the best practices of other districts. The Board of Directors evaluates the paid personnel annually.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. Capital improvement needs are generally planned in the budget, and approved by the Board of Directors.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

The District's boundary area is approximately 239 square miles; and includes Federal Bureau of Land Management (BLM) land on the eastern edge of the District, a small portion of the Jackson State Forest on the western boundary, and the City of Willits. A majority of the land within the District outside the city limits consists of forest land with recreational uses. The land use authority for private land in the unincorporated portion of the District is the County of Mendocino.

The City of Willits has a full range of residential, commercial, industrial, public, and open space lands. For details, refer to the City of Willits Municipal Service Review. The City of Willits is the land use authority for land within the City Limits.

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## Existing Population

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The District estimates that it serves approximately 10,000 residents, of which 5,000 reside in the City of Willits.

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## Projected Growth and Development

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The District reports that it anticipates limited growth within its boundaries in the next few years, mainly due to the slow-down in residential construction. The current growth rate within the City of Willits is 0.3% per year, which equates to 15 additional residents per year. For details, refer to the City of Willits MSR.

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## Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is the City of Willits. Willits qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632. For Willits, the median household income in 2013 was \$34,466 (or 55.9% of the State median household income).

For LLFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's complaint logs, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Little Lake Fire Protection District and identifies the revenue sources currently available to the District, as well as necessary expenditures.

The department's major needs are additional funding and more volunteers available during daytime hours. The district attempted a Special Parcel Tax of \$14.00 per unit to fund construction of a new fire station. The measure (which required a two-thirds approval) was on the November 2013 ballot and was defeated with a 61.8% Yes vote. The District has not decided whether to attempt another funding measure.

**Figure 19: Three-year Revenues and Expenditures Comparison**

	<b>FY 10-11</b>		<b>FY 11-12</b>		<b>FY 12-13</b>	
<b>Revenues</b>						
Property Tax	\$163,347	18%	\$162,382	19%	\$162,317	16%
Property Assessments	\$606,606	68%	\$607,286	70%	\$606,789	59%
Interest Income	\$2,980	0%	\$4,942	1%	\$5,268	1%
Other Government Funds	\$9,426	1%	\$22,130	3%	\$156,243	15%
Miscellaneous Revenues	\$108,190	12%	\$65,945	8%	\$90,267	9%
<b>Total Income</b>	<b>\$890,549</b>	<b>100%</b>	<b>\$862,685</b>	<b>100%</b>	<b>\$1,020,884</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$377,140	57%	\$423,255	63%	\$502,024	72%
Services & Supplies	\$90,785	14%	\$144,755	22%	\$92,492	13%
Debt Service	\$79,289	12%	\$94,248	14%	\$11,894	2%
Other Expenditures	\$116,200	18%	\$4,753	1%	\$87,135	13%
<b>Total Expenses</b>	<b>\$663,414</b>	<b>100%</b>	<b>\$667,011</b>	<b>100%</b>	<b>\$693,545</b>	<b>100%</b>
<b>Net Income (Or loss)</b>	<b>\$227,135</b>		<b>\$195,674</b>		<b>\$327,339</b>	
Current Year Depreciation					\$73,777	
Accumulated Depreciation					\$1,711,193	

### Revenues

In FY 12-13, the revenues were \$1,020,884, an increase of \$158,199 over FY 11-12 revenues. The revenues for LLFDP have increased as a result of Strike Team funds and an outreach program for a new fire station. The LLFDP has budgeted and purchased fire and medical rescue apparatus with reserve funds. Revenue sources and a three-year comparison are shown in Figure 19.

The District receives about \$162,000 from county property taxes, along with \$606,000 from a Special Tax property assessment funded at \$60 per unit which has been in place since 2007. The District's Strike Team gets reimbursed for responding to wildfires when the department responds under mutual aid agreements with CALFIRE or the United States Forest Service (USFS) according to the established fee schedules. Firefighters responding on Strike Team assignments are paid depending on the event and their position. The LLFPD also charges emergency fire response fees for providing apparatus and services, including plan-check reviews to non-residents who do not have a contract with the District.

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## Expenditures

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Annual Cost of Living (COLA) increases have been provided to employees when possible. Operational costs continue to increase, which is a concern to the District. A portion of these costs are attributed to increased healthcare costs. For Fiscal Year 2013-2014, paid staff healthcare benefits were renegotiated, which has resulted in reduced costs to the District.

Salaries and benefits for paid employees are 'fixed' (that is, no paid overtime or additional benefits), and are actually less than 50% of total expenditures. The higher payroll costs over the past three Fiscal Years are attributed to State and Federal reimbursements to District volunteer firefighters utilized as Strike Teams on assignment across the State.

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## Liabilities and Assets

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In 2013, the District paid off a \$476,600 loan utilized to purchase a new fire truck. Currently the District has an obligation to repay a loan of \$289,600 from Municipal Finance for the purchase of a Rural Fire Pumper. The loan carries a rate of 4.78% with an annual payment of \$35,800. The loan will be paid off in 2019.

As of June 30, 2013, the District maintained a significant reserve account, with \$464,225 in capital assets, \$886,952 in restricted reserves, and \$222,754 in unrestricted reserves, for a total net position of \$1,573,931. Refer to the District Balance Sheet in Exhibit A for details.

The Mendocino County Auditor-Controller maintains the District's General Fund and investment account.

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## Financing Efficiencies

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The District receives about \$1,750 annually from the Sherwood Valley Indian Rancheria Casino. The District participates with Brooktrails Fire Department in a joint powers authority (JPA) and formal Automatic Aid agreement. The District maintains the following agreements with other agencies: CALFIRE for wildland fires, and Long Valley (Laytonville) and Redwood Valley-Calpella Fire Protection Districts. LLFPD is a member of the Zone 2 Planning, Mutual Aid Association.

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## Fundraising

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The Little Lake Firefighters Association is a non-profit organization that holds fundraisers throughout the year to raise money to help buy new fire equipment, fire station improvements and training aids. Along with the Willits Rotary Club, they typically raise about 3% of the annual budget expenditures.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

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The Little Lake Fire Protection District provides structural fire protection, wildland fire protection, emergency medical services to an EMT/First Responder level, rescue and extraction, hazardous material response, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The District gets compensated when the department responds to wildland fires under mutual aid agreements with CALFIRE and the United States Forest Services (USFS); the majority of the department's wildland fire responses are reportedly uncompensated.

The four paid personnel are the Fire Chief, Deputy Fire Chief, Battalion/Training Officer and Administrative Assistant. Of the 39 volunteer firefighters, ages range from 18 to 56, with the average age being 36. However, some volunteers have up to 35 years of fire experience. Volunteers have to undergo diverse training every first and fourth Tuesday, and for about 20 hours of special training on an annual basis.

Volunteers include 17 EMTs, and the remainder are First Responders. Of the 600 annual emergency responses, approximately 73% are medical emergencies, about 50, or 12%, are for wildfires. Personnel respond to many vehicle accidents outside the district, especially on Highways 101 and 20, which intersect in Willits and see heavy tourist traffic. Assistance to emergency calls in the area just south of Willits is supported by the 'Ridgewood Ranch Volunteers,' who live and work at the ranch, and for the Seabiscuit Heritage Foundation.

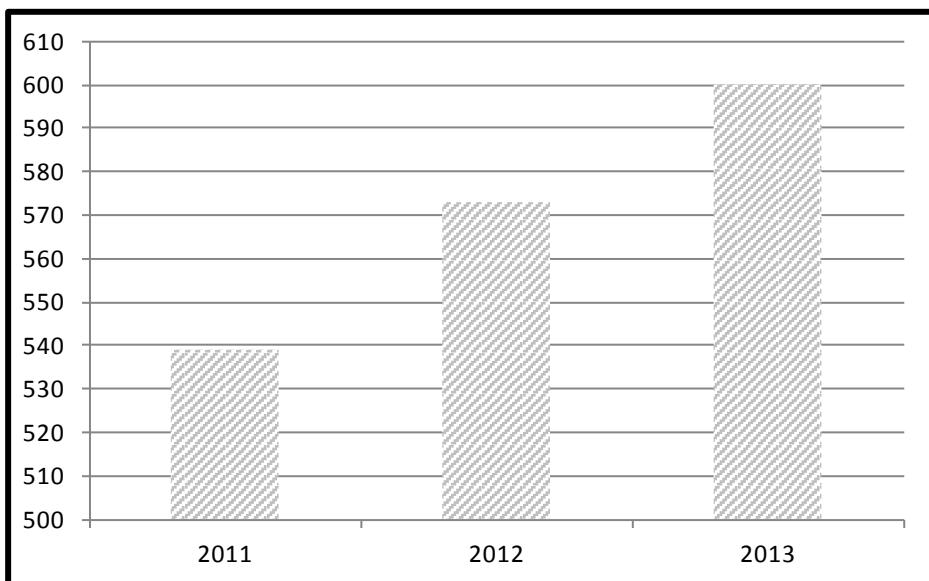
The Willits Police Department provides primary dispatch services for the LLFPD, with Cal Fire as secondary dispatch.

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#### **Demand for Services**

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As shown in Figure 20, the number of calls has increased incrementally over the past three years. Annually, there are approximately 600 calls, with medical response to traffic accidents and other medical services response accounting for 73%. There are typically a few structure fires and wildland fires. The highest reported call volume occurs daily between the hours of 2:00 PM and 10:00 PM.

**Figure 20: Number of Calls by Year, 2011-2013**

## Infrastructure and Facilities

The department operates two stations. The main station is located at 74 E. Commercial Street in Willits. The District's administrative offices are located here as well as four engine bays which house four fire apparatus. There is also a meeting room and kitchen which are used by the Firefighter's Association. The building is constructed of concrete block with no earthquake reinforcement and with a flat roof. It was built in 1952, originally for the Willits City Administrative Offices, the Police Department and the Fire Department. The LLFPD has been in the process of trying to replace this building with a new station for about the last 6-7 years. In 2005, the LLFPD was approved for a loan through USDA contingent on passing an election to raise the per unit Special Tax by \$14.00 a unit. The election was not successful; however, the District continues to try to replace its main station and continues to raise funds for the project.

Next to the main station, the LLFPD also owns a small 1940-era house that is rented as a residence. The property was purchased in the early 1990's for the purpose of expansion. The expansion plan for the new firehouse includes use of the small property and removal of the house by auction.

The un-staffed sub-station is located at 1575 Baechtel Road in Willits and houses additional fire apparatus and equipment. It is a metal building constructed around 1986 and is in good shape. This fire station has a modular training classroom and a training tower.



Headquarters Station

74 East Commercial Street

Willits

The District operates and maintains four Type 1 engines, two Type 3 engines (4x4), one Type 1 truck company with a 75-foot ladder, one heavy rescue vehicle with 'jaws of life.' one Type 1 Haz-Mat trailer, two utility vehicles, one Type 1 4,000-gallon water tender, two Quick Attack (4x4) vehicles, one swift water rescue trailer with boats, and one command vehicle.

A California Office of Emergency Services (OES) engine assigned to LLFPD was returned to the State in 2014. Subsequently, that specific engine was purchased by the District in February 2015 for \$45,000, which includes tools and inventory of equipment. This engine is now part of the District's apparatus for rural firefighting and was paid for out of reserve funds.

The City of Willits has a fire hydrant grid in town and along the major roads consisting of 298 hydrants. However, in the rural subdivisions there are few or no hydrants. Mainly the District relies on people having their own individual water cistern adjacent to their homes. As part of the Mendocino County building permit process, the County requires a cistern to be constructed. However, this requirement is not always met, especially for structures that predate current building codes or fire safe requirements, or for structures that were constructed without permits.

The LLFPD fills their one 4,000-gallon water tender and also carry portable pumps from which to draft water from ponds, reservoirs, and creeks.

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## Infrastructure Needs or Deficiencies

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The LLFPD reported that the Main Station needs to be replaced or remodeled in the next 5 years. The improvements will be made as funding becomes available.

The City of Willits has a fire hydrant grid in town and along major roads but future improvements are necessary.

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## Shared Facilities and Regional Collaboration

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The District operates a training tower at the sub-station that other Mendocino County fire departments utilize. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. LLFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the Fire Districts Association of California (FDAC), the Fire Safe Council, the Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

The Fire Department indicated that over the years they have held discussions with the Brooktrails Fire Department regarding consolidation. Currently, there are no ongoing discussions.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. The District's ISO rating is 4 inside the City of Willits and in adjacent areas with water hydrants, a Rural 8 in outlying areas within 5 miles of the stations, and a rural 10 outside the 5-mile limit. Within the boundaries of the District are BLM lands, State lands, a large wildlife habitat at the north end of the valley, and three subdivisions of special concern: Pine Mountain Estates, the Ridgewood Subdivision, and the String Creek Subdivision. Due to the District's high fire risk, there is a strong need for planning requirements more stringent than those currently used by the County Planning and Building Department or imposed by California Public Resources Code section 4290.

Emergency response time standards vary by level of urbanization of an area; i.e., the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: four minutes in urban areas; 15-40 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The District reports that its response times average from 4 minutes to 40 minutes.

LLFD has approximately four firefighter volunteers per 1,000 residents spread over 240 square miles.

The Fire Service Profile is presented in Figure 21.

**Figure 21: Fire Service Profile**

<b>Fire Service Profile - Little Lake Fire Protection District</b>							
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>			
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year			
Fire Stations in District	2	Fire Suppression	Direct	Total Service Calls			
Main Station: 74 E Commercial St Willits		Emergency Medical Service	Direct	% Emergency Medical Service			
Square Miles Served per Station <sup>1</sup>	180	Ambulance Transport	verihealth	% Fire/Hazardous Materials			
Total Staff <sup>2</sup>	43	Hazardous Materials	Direct	% False			
Total Paid Firefighters (in FTE)	3	Air Rescue/Helicopter	Cal Star	% Miscellaneous Emergency			
Total Volunteer Firefighters	39	Fire Suppression Helicopter	CalFire	% Non-Emergency			
Total Firefighters per Station <sup>3</sup>	21	Public Safety Answering Point	Willits PD	% Mutual Aid Calls			
Total Firefighters per 1,000 pop.	4	Fire/EMS Dispatch	Willits PD	Calls per 1,000 population			
<b>Service Adequacy</b>		<b>Service Challenges</b>					
Response Time Base Year	2013	Available Volunteer Firefighters during daytime hours. Increased costs for paid personnel.					
Response Time (in minutes)	4	<b>Training</b>					
Maximum Response Time (in minutes)	40						
ISO Rating	4/8/10	Held 1st and 4th Tuesday; 20 hours annually for special training.					
Notes:							
1) Primary service area (square miles) per station.							
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.							
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.							

### **3. MSR DETERMINATIONS**

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#### **Growth and Population Projections**

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1. There are approximately 10,000 residents within the District according to District estimates. The population of the City of Willits is 5,000.
2. The population of the District is expected to grow at relatively low levels (less than 1% per year).

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. The City of Willits, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4. For LLFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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5. The District's current facilities are considered marginal to adequately serve current demand for fire protection services. Any future growth within the District will require new facilities and equipment to serve the area.
6. The LLFPD reported that its main station at 74 East Commercial Street in Willits is in need of expansion. The District is attempting to acquire sufficient funds to accomplish this work.
7. Capital improvement needs for the District are generally planned in the budget; most of this work has been limited through the use of reserve funds.

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### Financial Ability of Agency to Provide Services

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8. LLFPD reported that current financing levels are adequate to deliver the current level of services for several more years. There is not enough funding to accommodate expansion of medical response services (ambulance), and training of additional fulltime paid personnel.

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Additional financing opportunities identified by the District include being able to accrue sufficient funding to expand the existing main station or build a new station.

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9. The District manages to function on limited revenues, and has been able to utilize unspent funds for equipment and firehouse improvements.
10. Annual District costs continue to rise and will require the District to address future funding mechanisms and may include increasing the special tax.
11. In order to more accurately reflect actual costs for salaries and fringe benefits of paid personnel, District financial documents (including the annual audit) should separate out volunteer firefighter reimbursements as a separate line item category.

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### Status and Opportunities for Shared Facilities

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12. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. The District is a member of the California Special District Association (CSDA), the Fire Safe Council, the Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.
13. The District did not identify any future opportunities for facility sharing.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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14. LLFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. While difficult to achieve, the District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

15. Over the years, discussions have been held with the Brooktrails Fire Department regarding consolidation. There are no discussions currently ongoing.
16. Board Members conduct the business of the District and administer most of the requisite paperwork.
17. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.
18. Development of a District website would enhance opportunities to inform the public.
19. At the time the District Sphere of Influence is updated, those areas identified in this MSR as 'Unserved Areas' should be considered for inclusion in an appropriate fire protection district.
20. The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet****Little Lake Fire Protection District****Balance Sheet  
June 30, 2013**

	<u>General Fund</u>
<b><u>ASSETS</u></b>	
Cash	\$ 213,255
Reserved Cash	886,952
Accounts Receivable	-
Prepays	<u>19,416</u>
<b>TOTAL ASSETS</b>	<u>1,119,624</u>
<b><u>LIABILITIES &amp; FUND BALANCES</u></b>	
<u>Liabilities:</u>	
Accounts Payable	5,834
Total Current Liabilities	<u>5,834</u>
Total Liabilities	<u>5,834</u>
<u>Fund Balances:</u>	
Unassigned	226,837
Committed	<u>886,952</u>
Total Fund Balance	<u>1,113,789</u>
<b><u>TOTAL LIABILITIES &amp; FUND BALANCE</u></b>	<u>\$ 1,119,624</u>
Fund Balance	1,113,789
Amounts reported for governmental activities on the Statement of Net Assets are different because:	
Capital Assets are not current financial resources and therefore are not reported in the funds.	647,409
Long-term liabilities, including bonds payable are not due in the current period and therefore are not reported in the funds.	<u>(187,268)</u>
Net Assets of governmental activities	<u>\$ 1,573,931</u>

## LONG VALLEY FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

The Long Valley Fire Protection District (LVFPD or District) provides structural and wildland fire protection, emergency medical response, rescue and extraction, and ambulance services to the communities of Laytonville and Branscomb, and the adjoining area including Long Valley. LVFPD is located along the US Highway 101 Corridor in north central Mendocino County, approximately 23-miles north of Willits. This is the first municipal service review (MSR) for Long Valley Fire Protection District.

### **FORMATION**

The Long Valley Fire Protection District was established on March 10, 1955, and is also referred to as the Laytonville Volunteer Fire Department.

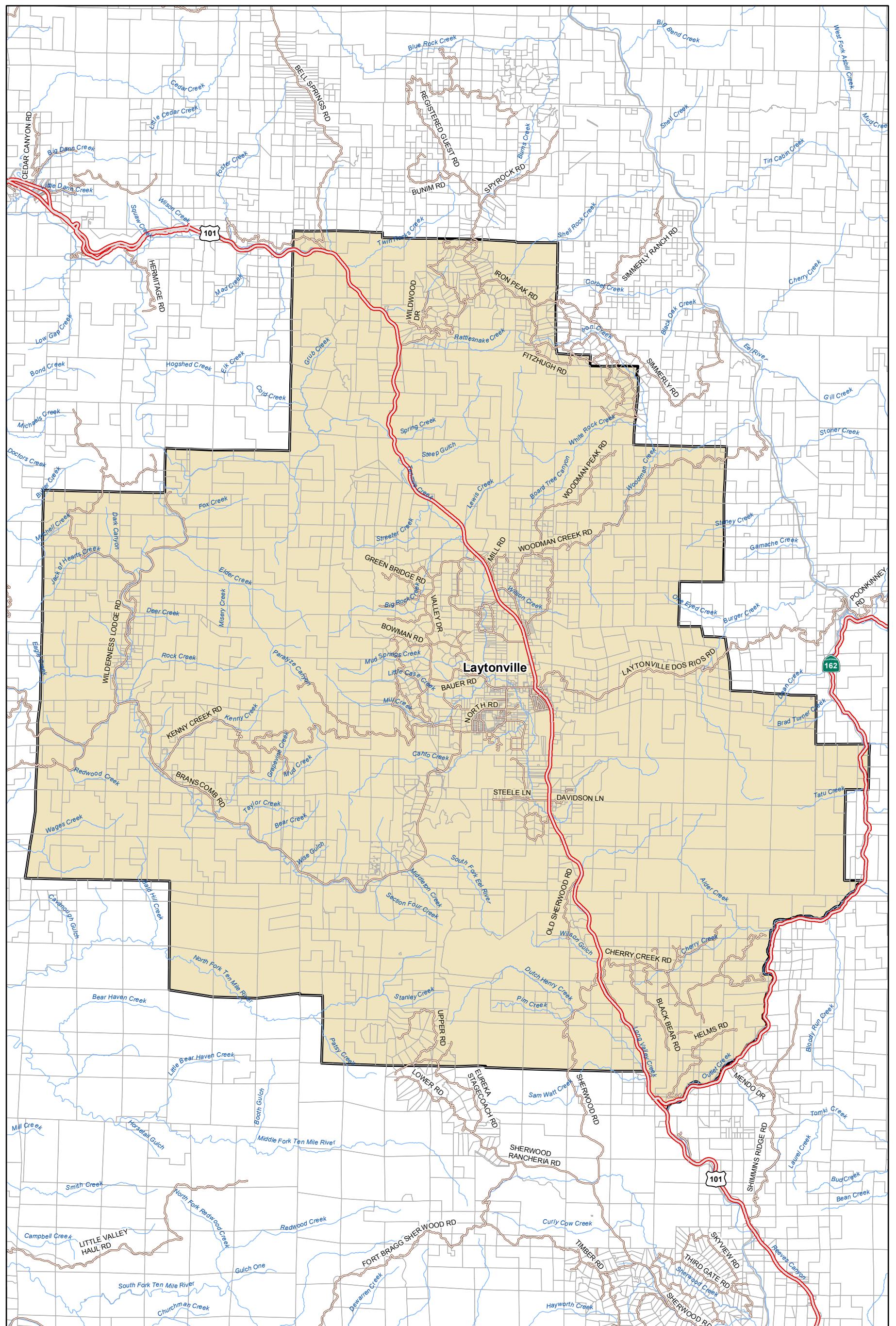
The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law 1987).

A volunteer fire company had been in operation informally before 1955 and on September 20, 1954, founding member Emerson Elliott addressed members and residents present at the American Legion Hall (eventually to be called the 'Fire Hall') on the idea of starting an official fire department. The officers of the Long Valley Fire Protection District took office on January 26, 1955.

### **BOUNDARY**

LVFPD comprises 238 square miles (152,520 acres) and is traversed by US Highway 101 in a north-south direction. The District is situated approximately half-way between the City of Willits on the south and the Mendocino-Humboldt County Line on the north. (Refer to Figure 22: Long Valley Fire Protection District Map)

Since its formation, the District has undertaken two annexations: 1) the Cloverdale Redwoods Annexation of 355 acres in December of 1983; and 2) a significant addition in June of 1989, in which the Fire District boundary was made to conform to the boundary of the Long Valley Unified School District. This annexation added 220 square miles (140,800 acres) to the District, which included Branscomb, Longvale, Bell Springs, and Spy Rock.



# Long Valley Fire District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, May 2013.

Note: This map is not a survey product and should not be used to determine legal boundaries.

Note: This map is not a survey product and should not be used to determine legal boundaries.

The logo consists of a yellow square above a white square, followed by the text "Long Valley Fire District" and "Parcels".

- Highways
- Roads
- Streams



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## EXTRA-TERRITORIAL SERVICES

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Until recently, Long Valley FPD responded to fire and emergency medical calls outside the District's boundaries. Generally, this included areas outside of Bell Springs and Spy Rock, and along Highway 162 to Dos Rios -- primarily for traffic collisions and medical aid responses. However, in October of 2014, the District announced that it would no longer provide ambulance service in response to medical emergencies outside the District. (Refer to the Ambulance Services Section for details).

The District will continue to respond to mutual aid requests from the California Department of Forestry and Fire Protection (CALFIRE), as well as adjacent fire protection districts. (James Little, Fire Chief; personal communication)

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## UNSERVED AREAS

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There are no unserved areas within the District boundary.

## SPHERE OF INFLUENCE

The sphere of influence (SOI) for the District was established by LAFCo in January 1989, and amended in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The current SOI is coterminous with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

LVFPD is governed by a three-member Board of Directors elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the current situation. There are currently three board members, all appointed by the Board of Supervisors. There have been no contested elections in the past five years. Current Board Member names, positions, and term expiration dates are shown in Figure 23.

**Figure 23: Long Valley Fire Protection District Governing Body**

<b>Long Valley Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Jim Little, Fire Chief			
<b>Address:</b>	44950 Willis Avenue (PO Box 89) Laytonville CA 95454			
<b>Telephone:</b>	707-984-6055			
<b>Email/website:</b>	jlittle@laytonvillefire.org www.laytonvillefire.org			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Michael J. Braught	Chair	December 2017	Appointed	4 years
Phil Gravier	Director	December 2019	Appointed	4 years
Dan 'Danny' Campbell	Director	December 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Third Wednesday of each month at 5:30 PM			
<b>Location:</b>	Main Fire Station 44950 Willis Avenue Laytonville			
<b>Agenda Distribution:</b>	Posted at the Main Fire Station and the Laytonville Post Office; e-mailed to request list.			

The Board meets on the third Wednesday of each month at 5:30 PM at the Main fire Station. Board meeting agendas are posted online, at the Main fire Station, at the post office in Laytonville, and are e-mailed to the mailing list. Minutes are available upon request.

In addition to the required agendas and minutes, the District tries to reach its constituents through sponsoring community events and attending school activities. LVFPD keeps its constituents informed through its website at [www.laytonvillefire.org](http://www.laytonvillefire.org). However, agendas, minutes and financial data are not currently posted.

If a customer is dissatisfied with the District's services, complaints may be submitted via e-mail, phone call or in person at the District office. The District reported that it did not track its complaints, because there had not been any in the last few years.

LVFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

LVFPD has a paid Fire Chief, one volunteer Assistant Chief, one volunteer Battalion Chief and 37 volunteer Firefighters. All volunteers are part of the fire department and do not receive a stipend for their service. The District also employs the equivalent of one full time equivalent (FTE) paramedic position which is shared by the six paramedics in the Department. Additional volunteer support is provided by a Safety Officer and an Ambulance Manager. The District Board of Directors also serves as administrative staff.

The Fire Chief fills out detailed response sheets to determine how time is being spent and how to improve efficiency. In addition, the fire department keeps an emergency log and training records.

The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally, LVFPD does review the best practices of other districts.

The District's financial planning efforts include an annually adopted budget and annually audited financial statements. Capital improvement needs are generally planned in the budget. The Fire Chief reported that the Fire Department Long Range Plan is a planning tool for the fire department. The Plan, with a planning horizon of 10 years, was last updated in 2005. The fire department periodically reviews the plan, but does not update it until the end of the planning period.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

### Land Use

The District's formal boundary area is approximately 238 square miles; however, the ambulance services has historically responded to about 500 square miles. A majority of the land within the District consists of forest land, agriculture, timber, and recreational uses. Located 160 miles north of San Francisco via U.S. Highway 101, the Laytonville area is in the heart of Redwood Country where the tallest trees in the world reside. Highway 101 traverses through the District in a north-south direction.

The Laytonville community serves as the hub of Long Valley and the focal point of the area. Laytonville supports a range of commercial enterprises, churches, a health center, a dental clinic, a bank, lodging establishments, restaurants, grocery stores, and a gas station. Residential areas are interspersed throughout the community which has been designated a Federal 'Frontier Community.' Laytonville Unified School District serves the area with a K-8 Elementary School, a 9-12 High School and two one-room school houses, one in Branscomb, the other in Spy Rock.

### Existing Population

There are approximately 3,000 residents within the Long Valley Fire Protection District, based on District estimates. Laytonville had a 2010 population of 1,227 according to the U.S. Census Bureau, down 74 residents (5.7%) from the 2000 census. The 264-acre Cahto Tribe Laytonville Rancheria, a federally recognized Indian reservation, is located on the outskirts of Laytonville, and has a population of 188 with 137 enrolled members on the Rancheria. The Tribe operates the Red Fox Casino at this same location.

LVFPD reported that the population of the District has seen a limited increase in population over the last few years.

The District indicated that additional burdens are placed on the department at the twice a year outdoor concerts at the 'Hog Farm,' which can draw up to 5,000 participants.

### Projected Growth and Development

The District reports that it anticipates limited growth within its boundaries in the next few years. Small, rural areas are scattered throughout Long Valley.

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## Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is Laytonville, a 'census designated place' (CDP). The Laytonville CDP qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632. For Laytonville, the median household income in 2013 was \$32,260 (or 52.3% of the State median household income).

For LVFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's service logs, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community. Potable water is provided by the Laytonville County Water District. Sewage disposal is by individual septic systems.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Long Valley Fire Protection District and identifies the revenue sources currently available to the District, as well as necessary expenditures.

LVFPD reported that current financing levels were adequate to deliver fire protection services. However, financing paid personnel and operational costs of the ambulance service are on-going constraints, since the ambulance service does not generate enough revenue to fund its operations.

Additional financing opportunities identified by the District include going to the voters for approval of a new special tax (benefit assessment) when the current assessment becomes inadequate. A summary of revenues and expenditures over the past three Fiscal Years for both Fire Protection Services and Ambulance Services is presented in Figure 24.

**Figure 24: Three-year Revenues and Expenditures Comparison**

### Fire Protection Service

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$59,227	29%	\$60,307	25%	\$63,333	20%
Property Assessments	\$122,901	61%	\$132,018	54%	\$141,019	46%
Interest Income	\$545	0%	\$681	0%	\$678	0%
Other Government Funds	\$632	0%	\$635	0%	\$0	0%
Miscellaneous Revenues	\$18,400	9%	\$50,425	21%	\$104,098	34%
<b>Total Income</b>	<b>\$201,705</b>	<b>100%</b>	<b>\$244,066</b>	<b>100%</b>	<b>\$309,128</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$55,123	40%	\$116,385	56%	\$66,084	41%
Services & Supplies	\$49,488	36%	\$60,888	29%	\$63,456	39%
Debt Service	\$33,337	24%	\$30,558	15%	\$32,107	20%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$137,948</b>	<b>100%</b>	<b>\$207,831</b>	<b>100%</b>	<b>\$161,647</b>	<b>100%</b>
<b>Net Income (Or loss)</b>	<b>\$63,757</b>		<b>\$36,235</b>		<b>\$147,481</b>	
Current Year Depreciation					NA	
Accumulated Depreciation					NA	

## Ambulance Service

	<b>FY 10-11</b>		<b>FY 11-12</b>		<b>FY 12-13</b>	
<b>Revenues</b>						
Property Tax	\$0	0%	\$0	0%	\$0	0%
Property Assessments	\$0	0%	\$0	0%	\$0	0%
Interest Income	\$0	0%	\$98	0%	\$27	0%
Charges for Services	\$175,292	87%	\$188,061	77%	\$125,120	40%
Other Rvenues	\$53,485	27%	\$60,489	25%	\$250	0%
<b>Total Income</b>	<b>\$228,777</b>	<b>100%</b>	<b>\$248,648</b>	<b>100%</b>	<b>\$125,397</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$198,776	144%	\$132,936	64%	\$177,088	110%
Services & Supplies	\$99,448	72%	\$94,509	45%	\$37,219	23%
Debt Service	\$0	0%	\$50,932	25%	\$73,068	45%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$298,224</b>	<b>100%</b>	<b>\$278,377</b>	<b>100%</b>	<b>\$287,375</b>	<b>100%</b>
<b>Net Income (Or loss)</b>	<b>-\$69,447</b>		<b>-\$29,729</b>		<b>-\$161,978</b>	
Current Year Depreciation					NA	
Accumulated Depreciation					NA	

### Revenues

Revenues for the fire protection services have increased over the last three fiscal years; and for FY 12-13, an increase in revenue of \$65,062 due to Strike Team payments. Fire service revenues are primarily derived from property tax and property assessments (\$30 per unit). Both of these revenue sources have increased each of the past three fiscal years. (Refer to Figure 24) The District also generates about \$25,000 per year from rents.

Revenues for the ambulance service are derived from services charges and contributions from fund-raising activities. No property tax or property assessment funds are budgeted for the ambulance service. The reality however, is that funds are transferred from the fire protection service budget to make up for shortfalls in the ambulance service budget. The ambulance service is not classified as an Enterprise Fund, so these in effect become operating revenues transferred from fire protection to ambulance.

LVFPD does not have an agreement for reimbursement with the Cahto Tribe Laytonville Rancheria for fire protection and emergency medical services. Occasionally the Tribe and the Red Fox Casino will make a donation to the District. In 2013, the District received \$12,395.68 toward emergency medical equipment purchase from the Mendocino County Indian Gaming Local Community Benefit Commission; and in 2014 received \$8,226.07 toward purchase of a water tender from the Commission. Funds are awarded by the Commission each year based on applications from eligible Special Districts and governmental agencies.

The District's Strike Team gets reimbursed for responding to wild fires when the department responds under mutual aid agreements with CalFire or the United States Forest Service (USFS) according to the established fee schedules.

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## Expenditures

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Expenditures over the past three fiscal years for Fire Protection Serves have fluctuated considerably; while on the other hand, ambulance expenditures have far exceeded revenues over this same time period. (Refer to Figure 24) The District continues to operate with oversell revenues exceeding overall expenditures. As indicated above, this is accomplished by transferring revenues from the fire prevention budget to the ambulance budget; over a quarter of a million dollars over the past three years. This practice does not appear to be sustainable.

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## Liabilities and Assets

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Long-term debt at the end of FY 12-13 consisted of a capital lease for \$32,107, secured for a fire truck and \$73,068 for the purchase of a new ambulance. Annual debt service between fire protection and ambulance total over \$100,000 per year. Fortunately, both of these obligations were paid off in 2014. Current annual debt service is limited to one additional bond obligation for additions to the fire station in the amount of \$29,198, which will be paid off in 2015.

As of June 30, 2013, the fire protection equity fund balance (unrestricted reserves) stood at \$275,293. The ambulance fund had 'zero' equity.

The District did not provide a current financial audit. It does not appear that the District depreciates its land, buildings or equipment.

While not specifically 'designated,' the current reserve fund is earmarked for apparatus, communications, structure, unfunded liability or emergency, and liability reserve for debt repayment. It is a management practice of the District to keep these financial reserves available as needed.

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## Financing Efficiencies

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The District does not participate in any joint powers authorities (JPAs), or any formal Automatic Aid agreements.

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## Fundraising

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The Laytonville Fire Auxiliary is very active, holds numerous fundraisers for the District, actively helps the volunteers, and has raised \$56,000 for a new ambulance.

## **2. MUNICIPAL SERVICES**

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### **FIRE PREVENTION SERVICES**

#### **Service Overview**

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The Long Valley Fire Protection District provides structural fire protection, emergency medical services, rescue and extraction, hazardous material response, ambulance service and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildfires. The District gets compensated when the department responds to wild fires under mutual aid agreements with CalFire and the United States Forest Services (USFS); the majority of the department's wildland fire responses are reportedly uncompensated; if the response lasts longer than four hours, the District is typically reimbursed.

In the early years, Laytonville experienced two fires that nearly burned the town down. The first, in 1904 and the second in 1936. In 1939, Emerson Elliott, a local garage owner and Bob Sutherland, a telephone lineman, decided to form a fire brigade and purchased a small pumper truck. The truck was kept at Emerson's home until it was moved to a small barn on Dos Rios Road across from what is now Boomer's Bar and Grill.

The department has a paid Fire Chief, a volunteer Assistant Chief, a volunteer Battalion Chief and 35 volunteers Firefighters, 15 of which are also trained as Emergency Medical Technicians (EMTs). Each volunteer participates in monthly trainings and classes. Volunteers respond to about 425 calls per year, which include fires, traffic accidents, public assists, medical aids, and rescues. The District's Board Members and two part-time clerks provide the administrative support services to the District. The firefighters range in age from 18 to 63, with the median age being 38. All of the District's volunteer firefighters are trained to Volunteer Firefighter level and First Responder level.

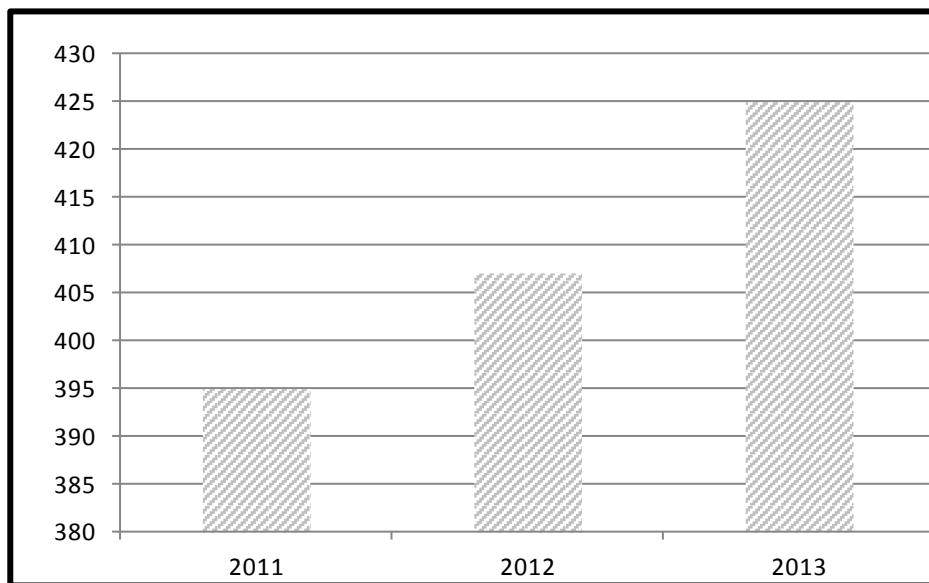
District equipment includes five engines, two ambulances, two utility vehicles and one urban search and rescue trailer; along with rescue gear, swiftwater equipment and other rescue and response gear. One of Mendocino County's three California Office of Emergency Services (OES) fire engines is located at the Laytonville station. Having one of these engines brings the responsibility of providing firefighters to respond with the engine when an OES strike team is requested.

CALFIRE provides dispatch services for the LVFPD.

## Demand for Services

As shown in Figure 25, the number of calls has increased slightly each year for the past three years. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 25: Number of Calls by Year, 2011-2013**



The Fire Department reported that it generally had sufficient capacity to provide fire protection services to its current service area of 238 square miles; however, the ambulance response area has historically been 500 square miles. The District struggles to provide a sufficient level of services in this much larger and somewhat remote area. Effective October 1, 2014, the District ambulance no longer responds to areas outside district boundaries due to lack of adequate staffing.

Areas of special concern to Fire Department personnel are the Nature Conservancy's Wilderness Lodge, and the subdivisions of Ten Mile Creek, Woodman Canyon, Jack of Hearts Creek, and Cherry Creek. The department serves the large Bell Springs area and upper Spyrock Road without reimbursement.

## Infrastructure and Facilities

LVFPD operates two stations – the main station with three bays in Laytonville at 44950 Willis Avenue (Station 510), and a smaller station with two bays in Branscomb (Station 511) at 14210 Branscomb Road. The Branscomb Station is approximately 12.6 miles from the Main Station westerly via Branscomb Road. This sub-station was constructed by volunteers in 1988, and is shared with CALFIRE and covers the western portion of the District.

In 2000, after the death of long-time volunteer George Elliott, a memorial fund was started to help build a new fire station. Community donations made this possible, and the new department structure was finished in 2006. The department continues to make improvements to the structure.

The department is continually expanding equipment and updating to provide the best support for the Laytonville community and the surrounding area.



Main Station - George Elliott Memorial Fire Station

44950 Willis Avenue Laytonville

The District's water supplies are represented by fire hydrants in the Laytonville area, and by two water tenders with storage capacity at the Laytonville fire station.

### Infrastructure Needs or Deficiencies

The District reported that the recent renovations completed in 2006 at the main station are adequate.

The Branscomb sub-station was constructed in 1988 by volunteers and \$50,000 from local fundraising.

In 1978, the Legion Hall was sold to LVFPD for \$1 because the Laytonville American Legion Organization had disbanded. Both the fire station and the fire hall were remodeled when the department received a Comprehensive Employment and Training (CETA) grant. A new kitchen was added to the hall and it became a place for community events and even school classes. LVFPD later sold the hall to the Laytonville Lion's Club, but continues to use the facility for the annual awards dinner and other functions.

LVFPD has mostly replaced its fleet of 10 vehicles in the last 15 years. Most of these replacement vehicles were used, and either purchased from other fire departments or acquired under the Federal Excess Property Program. The District has acquired one new structure engine and one new ambulance in the last 3 years.

## Shared Facilities and Regional Collaboration

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One of the county's three California Office of Emergency Services (OES) fire engines is located at the Laytonville station. Having one of these engines brings the responsibility of providing firefighters to respond with the engine when an OES strike team is requested. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. LVFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), the Fire Safe Council, the Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

The Fire Department did not identify any future opportunities for facility sharing.

## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. LVFPD has three ISO ratings: within Laytonville with a water distribution system and hydrants, there is an ISO rating of 5; in the outlying areas within 5-miles of a station, the rating is 9; and beyond the 5-mile mark but still within the District, the rating is a 10.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The District tracks its response times for each incident. Based on sample response times in 2013, response times were 3-5 minutes in town, 15-20 minutes in Branscomb, and up to 90 minutes in the rural and remote areas.

Each fire station serves approximately 130 square miles with approximately 11 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 26.

## AMBULANCE SERVICES

In the early years the Laytonville Fire Department worked without an ambulance, taking patients in personal vehicles or Emerson Elliott's old 1944 Studebaker sedan with the seats removed so patients could be transported to the hospital in Willits. So began a long community tradition of ambulance service.

In the 1960's, Smiley Harmer, a local businessman, purchased a second-hand ambulance, but a couple years later, he was forced to give up the ambulance due to financial constraints. In 1983, Willits and Laytonville worked out an arrangement for Laytonville to borrow an ambulance and have it staffed in Laytonville, but Willits had to take the ambulance back a few years later under similar financial situations and cutbacks brought on by the County.

In December of 1984, the Laytonville Volunteer Fire Department started an ambulance fund, and with community donations, and after only seventeen months, \$50,000 had been raised to purchase the first ambulance. Thus began the Laytonville Volunteer Ambulance. In 1993, a second ambulance was ordered, and acted as a backup in case of multiple calls.

Today, the Laytonville Volunteer Ambulance service operates as a department of the Long Valley Fire Protection District. The ambulance service provides a 24-hour Advanced Life Support (ALS) ambulance service, staffed with a paramedic at all times. Volunteers staff the ambulance as drivers and assist the paramedic on calls.

In case of need, the department also operates a Basic Life Support (BLS) service that is staffed with a volunteer emergency medical technician and is available to respond to calls. Laytonville Volunteer Ambulance has six firefighters that currently are certified paramedics; whereby one total full time equivalent (FTE) position is staffed by the six certified paramedics, thereby assuring coverage 24-hours a day, 7-days a week.

In response to the ambulance service operating at a deficit, and the difficulty of staffing the ambulance service with volunteer EMT drivers, in October of 2014, LVFPD announced that it would no longer provide ambulance service outside District boundaries. This affects U.S. Highway 101 from Bell Springs Road to south Leggett; the Bell Springs Area from Highway 101 to the County line; the Spyrock Road area; and Highway 162 from Longvale to Dos Rios. This situation will probably remain in place until Mendocino County establishes Exclusive Operating Areas (EOA) for emergency medical services in the County and a single provider can be established. (Jim Little, Fire Chief; personal communication)

**Figure 26: Fire Service Profile**

<b>Fire Service Profile - LONG VALLEY (LAYTONVILLE) FIRE PROTECTION DISTRICT</b>					
<b>District Resource Statistics</b>		<b>Service Configuration</b>	<b>Service Demand</b>		
Staffing Base Year	2013	Configuration Base Year	2013		
Fire Stations in District	2	Fire Suppression	Direct		
Main Station: Willis Road, Laytonville		Emergency Medical Service	Direct		
Square Miles Served per Station <sup>1</sup>	119	Ambulance Transport	Direct		
Total Staff <sup>2</sup>	41	Hazardous Materials	Direct		
Total Paid Firefighters (in FTE)	2	Air Rescue/Helicopter	CalSTAR		
Total Volunteer Firefighters	32	Fire Suppression Helicopter	CALFIRE		
Total Firefighters per Station <sup>3</sup>	20	Public Safety Answering Point	Sheriff		
Total Firefighters per 1,000 pop.	11	Fire/EMS Dispatch	CALFITE		
<b>Service Adequacy</b>		<b>Service Challenges</b>			
Response Time Base Year	2013	Figure out a way to provide essential ambulance service to the community without operating at a deficit. Serving the extreme outer area of the District, especially pockets of residential development.			
Response Time (in minutes)	4	<b>Training</b>			
Maximum Response Time (in minutes)	90	One formal week night training per month; six weekend training session per year; and EMT classes every two years.			
ISO Rating	5/9/10				
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.					
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.					

### **3. MSR DETERMINATIONS**

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#### **Growth and Population Projections**

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1. There are approximately 3,000 residents within the Long Valley Fire Protection District according to district estimates.
2. The population of within the District has seen limited gain over the last few years.
3. Limited growth is anticipated within its boundaries in the next few years.

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#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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4. The Laytonville community, as well as the surrounding area appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
5. For LVFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

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#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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6. The District's current facilities generally have the capacity to adequately serve current demand and future growth for fire protection. However, the Ambulance Service has struggled to provide a sufficient level of services in the historic 500 square mile response area.
7. Effective October of 2014, LVFPD no longer provides ambulance service outside District boundaries.
8. The District reported that capital improvement needs for the District are generally planned in the budget.

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### Financial Ability of Agency to Provide Services

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9. LVFPD reported that current financing levels were adequate to deliver fire services in the 238 square mile area. However, there is not enough funding to accommodate the ambulance services because of a larger response area and difficulty in retaining volunteer EMT drivers. The ambulance service has been operating at a deficit each year, and relies on transfers from the Fire Protection Budget to eliminate shortfalls.
10. The fire department receives income from a special fire tax which is capped at \$30.00 per unit, up to \$142,000 per year.
11. The District should undertake a fiscal audit in order to better characterize revenues, expenditures, fund balance and equity position.
12. The District should begin depreciating its land, buildings, and equipment.

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### Status and Opportunities for Shared Facilities

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13. One of the county's three California Office of Emergency Services (OES) fire engines is located at the Laytonville station. The responsibility of having one of these engines requires providing firefighters to respond with the engine when an OES Strike Team is requested.
14. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. LVFPD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.
15. The District did not identify any future opportunities for facility sharing.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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16. LVFPD is governed by an elected three-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
17. Board Members and district residents form committees to better oversee operations of each service offered.
18. In addition to the required agendas and minutes, the District tries to inform its constituents through multiple outreach activities.

- 19.The District maintains a website ([www.laytonvillefire.org](http://www.laytonvillefire.org)) where it posts information about district activities, documents and updates. At the present time, agenda, minutes and financial data are not posted.
- 20.The agency demonstrated accountability in its cooperation with the Mendocino LAFCo information requests.

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## POTTER VALLEY COMMUNITY SERVICES DISTRICT

### **1. AGENCY OVERVIEW**

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The Potter Valley Community Services District (PVCSD) is the umbrella agency for the Potter Valley Volunteer Fire Department (PVVFD), which operates as a non-profit corporation. PVVFD is a small rural fire agency serving Potter Valley and the surrounding area. The District is located in the east central portion of Mendocino County and is adjacent to Lake County. (Refer to Figure 1: Mendocino County Fire Protection Services) The Fire Department provides structural fire protection, wildland fire protection, emergency medical response, rescue and extrication, and hazardous materials response as a first responder to the residents of Potter Valley and the surrounding area, including small portions of the Mendocino National Forest, the East Fork of the Russian River flowing southerly, and the Eel River flowing northerly. This is the first municipal service review (MSR) for PVCSD/PVVFD.

### **FORMATION**

The Potter Valley Community Services District was formed in 1948 along with the Volunteer Fire Department.

The principal act that governs the District is the State of California Community Services District Law, Government Code Section 61000 et seq.

### **BOUNDARY**

The PVCSD comprises 134 square miles (85,534 acres) centered on the community of Potter Valley. The District is located north of State Highway 20 and extends easterly to the Mendocino County-Lake County boundary. A small portion of the Mendocino National Forest lies along the eastern boundary and in the northeast quadrant of the District. Two parcels and water conveyance canals near the center of the District (which are believed to be owned by Pacific Gas and Electric Company) are not within the District boundary. (Refer to Figure 26: Potter Valley Community Services District Map)

The Redwood Valley-Calpella Fire Protection District is adjacent to PVCSD to the southwest, and the Little Lake Valley Fire Protection District is adjacent to PVCSD to the northwest.

Access to the area is provided by Potter Valley Road (County Road 240) via State Highway 20, which traverses east from US Highway 101. Potter Valley is approximately 15 miles from Ukiah.

No annexations to the District have occurred. There was one detachment in 1997.

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## Extra-territorial Services

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As part of the County-wide Mutual Aid System, PVVFD is within Mutual Aid Zone 2 along with the Ukiah Valley Fire District, the City of Ukiah Fire Department, Redwood Valley-Calpella Fire District, and Hopland Fire Protection District.

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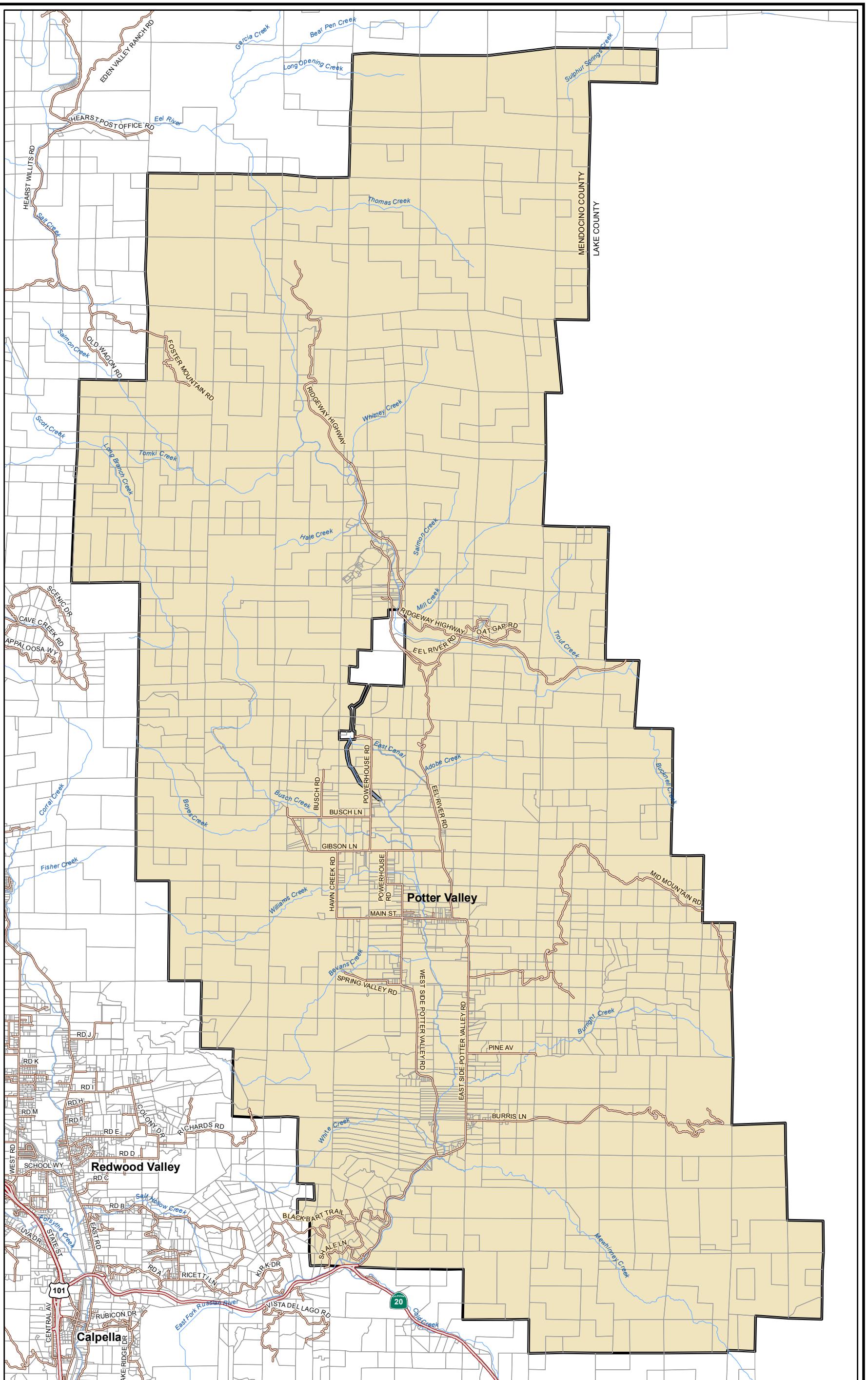
## Unserved Areas

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A portion of the area at the north end of Ridgeway Highway is difficult to serve because it is extremely remote with rugged terrain and poor roads. Emergency medical air ambulance service to this area can be provided by CalStar and REACH.

## **SPHERE OF INFLUENCE**

The Sphere of Influence (SOI) for PVCSD was established in October 1993, and is coterminous with its boundary.



# Potter Valley Community Services District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

The legend consists of four entries. The first entry shows a yellow square with a black border followed by the text "Potter Valley CSD". The second entry shows a red line segment followed by the text "Highways". The third entry shows a brown line segment followed by the text "Roads". The fourth entry shows a blue line segment followed by the text "Streams". The fifth entry shows a white rectangle with a black border followed by the text "Parcels".

A horizontal number line representing distance in miles. The line has tick marks at 0.5, 0.25, 0, 0.5, and 1. The segment between 0 and 0.5 is shaded black.



## **ACCOUNTABILITY AND GOVERNANCE**

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

Potter Valley Community Services District is governed by a five-member Board of Directors who are elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for PVCSD. Currently, all five of the board members were appointed by the Mendocino Board of Supervisors. There have been no contested elections in the past five years. Board members do not receive a stipend or any other compensation. Current Board Member names, positions, and term expiration dates are shown in Figure 27.

Public meetings are held on the second Tuesday of every month at 7:00 PM at the Main Street fire station. Board meeting agendas are posted on the door of the fire station and three public locations. Minutes are available upon request.

**Figure 27: Potter Valley Community Services District Governing Body**

<b>Potter Valley Community Services District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Bill Pauli, Fire Chief			
<b>Address:</b>	10521 Main Street (PO Box 46) Potter Valley CA 95469			
<b>Telephone:</b>	707-743-1415			
<b>Email/website:</b>	pvfd6303@gmail.com		None	
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Kimber Selvidge	Director	November 2019	Appointed	4 years
Tricia Harresschou	Director	November 2019	Appointed	4 years
Betty Harvey	Director	November 2017	Appointed	4 years
Shannon Aeillo	Director	November 2019	Appointed	4 years
Kim Larsen	Director	November 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Second Tuesday of each month at 7:00 PM			
<b>Location:</b>	Fire Station 10521 Main Street Potter Valley			
<b>Agenda Distribution:</b>	Posted on the door at the fire station and three public locations			
<b>Minutes Distribution:</b>	Available by request.			

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas) the District tries to reach its constituents through community outreach in conjunction with the PVVFD.

The District reported that it has not received any complaints in the past 10 years.

PVCSD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Potter Valley Volunteer Fire Department has one Chief, one Assistant Chief and 23 firefighters, all volunteers. The Department also runs a Junior Firefighter program for students age 16 – 18. All volunteers are part of the Fire Department and do not receive remuneration for their services. The Department is continually recruiting for volunteer firefighters. Volunteers are evaluated as part of the weekly training sessions.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally, PVVFD does review all calls on a monthly basis.

The District's financial planning efforts include an annually adopted budget and bi-annually audited financial statements. Capital improvement needs are generally planned in the budget. Audits are prepared by Rick Bowers, CPA, with the current audit covering the two year period ending on June 30, 2014.

In 2009, the Community Services District funded a community Action Plan for Potter Valley, which identified improving local fire protection as a planning goal. A number of steps were identified to improve fire protection services in Potter Valley:

- Increase the number of volunteers;
- Increase training (Fire/Rescue/Medical/HazMat);
- Replace/upgrade apparatus and equipment; and
- Improve Fire Department facilities.

The actual steps selected would depend on the specific service improvement priorities and funding availability.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 134 square miles. A portion of the land within the District is located within USFS administered lands. Land uses within the District include agriculture, residential, recreation, and limited commercial uses. Potter Valley is a richly diverse farming and ranching community best known for excellent wine grapes, grass-fed beef, pastured pork and lamb, pears, and premium hay and alfalfa. The land use authority for privately held land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 2,500 residents within the District, based on District estimates. According to the 2010 Census, there are 646 people residing in the Potter Valley community, which is a 'census designated place.' The population of the District has not increased over the past few years. The Valley's diverse population ranges from migrant workers to long-time pioneering families.

---

### Projected Growth and Development

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The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. The community has a farming-oriented economy with limited opportunities for new residential development.

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### Disadvantaged Unincorporated Communities

---

LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary community within the District is Potter Valley, a 'census designated place' (CDP). The Potter Valley CDP does not qualify as a DUC because the median household income is greater than 80% of the State median household income of \$61,632. For Potter Valley, the median household income in 2013 was \$73,125 (or 118.6% of the State median household income).

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Potter Valley Community Services District and identifies the revenue sources currently available to the District.

PVCSD reports that current financing levels are adequate to deliver services. The Fire Department's major needs are additional funding and the availability of volunteer firefighters during daytime hours.

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### Revenues

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The primary revenue source for PVCSD is property tax revenue. District revenue increased slightly in Fiscal Year 2010-11 and Fiscal Year 2011-12, with an additional increase in fiscal Year 2012-13 due to payment of prior year property taxes. Revenue sources and a three-year comparison are shown in Figure 28.

The Fire Department is reimbursed for responding to wildfires under mutual aid requests from CALFIRE.

**Figure 28: Three-year Revenues and Expenditures Comparison**

	FY 10-11	FY 11-12		FY 12-13	
<b>Revenues</b>					
Property Tax	\$68,425	98%	\$68,897	97%	\$69,659
Property Assessments	\$0	0%	\$0	0%	\$0
Interest Income	\$817	1%	\$1,433	2%	\$1,606
Other Government Funds	\$749	1%	\$769	1%	\$0
Charges for Services/Contributions	\$46	0%	\$91	0%	\$5,000
<b>Total Income</b>	<b>\$70,037</b>	<b>100%</b>	<b>\$71,190</b>	<b>100%</b>	<b>\$76,265</b>
<b>Expenses</b>					
Salaries-Wages & Benefits	\$0	0%	\$0	0%	\$0
Services & Supplies	\$51,349	100%	\$38,126	100%	\$55,484
Debt Service	\$0	0%	\$0	0%	\$0
Other Expenditures	\$0	0%	\$0	0%	\$0
<b>Total Expenses</b>	<b>\$51,349</b>	<b>100%</b>	<b>\$38,126</b>	<b>100%</b>	<b>\$55,484</b>
<b>Net Income (Or Loss)</b>	<b>\$18,688</b>		<b>\$33,064</b>		<b>\$20,781</b>
Current Year Depreciation	N.A.		\$10,739		\$10,863
Accumulated Depreciation	N.A.		\$192,226		\$203,005

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## Expenditures

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Expenditures for the Potter Valley Volunteer Fire Department have fluxuated over the past three fiscal years, but are limited to Services and Supplies at a 'basic' level. For the most part, the Fire Department operates on a volunteer basis.

PVVFD has budgeted for and purchased fire apparatus with grant funds, most recently in 2008.

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## Liabilities and Assets

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The District maintains a Fund Equity Account as a cushion against year-to-year fluctuations in revenues and expenditures. As shown on the District Balance Sheet in Exhibit A, as of June 30, 2013, the District Fund Equity Account contained \$293,605.

The Mendocino County Auditor-Controller maintains the District's General Fund.

Neither the Potter Valley CSD nor the Potter Valley VFD have long term debt or other financial obligations.

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## Financing Efficiencies

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The District does not participate in any joint powers authorities (JPAs), or have any formal Automatic Aid Agreements. PVVFD is a member of Planning/Mutual Aid Zone 2 for Mendocino County.

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## Fundraising

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The Potter Valley volunteer Firefighters Association is a non-profit organization that supports the Fire Department by holding fund raising events throughout the year. The Association typically raises about \$2,500 per year to help purchase new equipment, make fire station improvements, and provide training aids.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

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The Potter Valley Volunteer Fire Department provides structural fire protection, wildland fire protection, emergency medical services to an Emergency Medical Technician/First Responder level, rescue, hazardous materials response, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal-mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires. The Fire Department qualifies to be compensated when the department responds to wild fires under mutual aid requests from CALFIRE; however, a majority of wildland fire responses are reportedly uncompensated.

Due to the wide variety of terrain within the District, the fire Department responds to a diverse number of calls ranging from traffic collisions to water and cliff rescues.

All Fire Department personnel are volunteers. There is one Fire Chief, two Assistant Fire Chiefs, three Captains and 22 Firefighters, all of which are First Responders. Six Firefighters are also Emergency Medical Technicians (EMTs). The Department strives to ensure that at least eight volunteers are available at any given time. Ten volunteers work for CALFIRE. Firefighters range in age from 18 to 56, with the median age being 42. The Department also has a Junior Firefighter program for students 16 to 18 years of age.

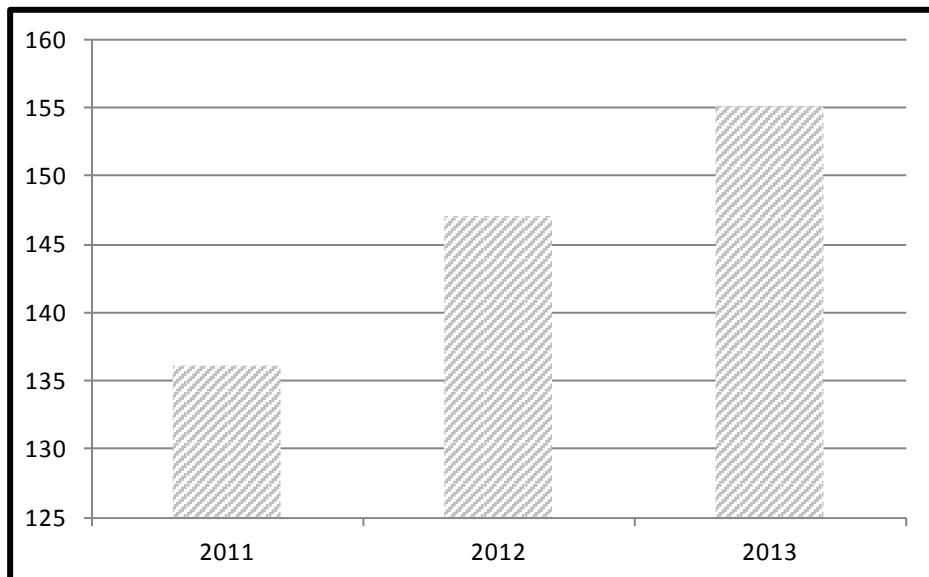
Fire Department personnel undergo diverse training two hours each Monday, and at extended weekend training three times a year. The Department also participates in County-wide training exercises.

The Department is dispatched by CALFIRE/Emergency Command Center. All firefighters are alerted by individual Department radios.

## Demand for Services

As shown in Figure 29, the number of calls have increased slightly over the past three years. The annual calls average about 150, with the majority of calls are medical response to traffic accidents and other medical service responses (80%). Fifteen percent of the calls are fire-related. Typically there are 10 structure fires and 15 vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 29: Number of Calls by Year, 2011-2013**



The PVVFD reported that it generally had sufficient capacity to provide services to its current service, with the exception of the extreme northern portion of the District and USFS lands.

## Infrastructure and Facilities

PVVFD operates one fire station in Potter Valley at 10521 Main Street on State. The station is a metal building (96-feet by 36-feet) with roll-up doors, two apparatus bays, training room, kitchen, bathroom, washroom, equipment storage bays, and a storage room. There is a shade structure behind the station building for additional apparatus and Department vehicles.

The Department maintains and operates two Type 3 Rescue Attack engines, two Type 2 Wildland Fire Engines, three Type 2 Structure Engines, and one Type 2 2,200 gallon Pumper/Tender. One engine is stationed at the residence of a Firefighter, and is usually available around the clock.



Potter Valley Fire Department 10521 Main Street Potter Valley

With the exception of one fire hydrant supplied by a well, PVVFD does not have access to a piped water system. The Department relies on four ponds plumbed for water extraction, irrigation canals in the Valley, and cisterns constructed by property owners as part of a residential building permit.

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### Infrastructure Needs or Deficiencies

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PVVFD reported that the Main Station is in 'fair' condition but needs to be renovated. The District is currently accumulating funds in order to accomplish this work, which will also be accomplished utilizing volunteers.

Currently, water supply for firefighting is a challenge, considering the limited sources of water within the District.

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### Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. Potter Valley VFD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

The Fire Department did not identify any future opportunities for facility sharing. The Potter Valley Community Action Plan recommends a coalition and cooperation with other fire service providers, particularly with regard to training efforts.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. PVVFD has an ISO rating of 8.5 on the valley floor, and a 10 in the remainder of the District.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty percent of responses are medically related, which is made more difficult by incidents in remote areas, the lack of ambulance service, and the distance to the nearest hospital in Ukiah.

The one main fire station in Potter Valley serves the entire 134 square mile area. PVVFD has approximately 11 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 30.

**Figure 30: Potter Valley Community Services District Profile**

<b>Fire Service Profile - Potter Valley Volunteer Fire Department</b>							
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>			
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year			
Fire Stations in District	One	Fire Suppression	Direct	Total Service Calls			
Main Station Location:	Main Street PV	Emergency Medical Service	Direct	% Emergency Medical Service			
Square Miles Served per Station <sup>1</sup>	134	Ambulance Transport	ALS/BLS-Ukiah	% Fire/Hazardous Materials			
Total Staff <sup>2</sup>	28	Hazardous Materials	Direct	% False			
Total Paid Firefighters (in FTE)	0	Air Rescue/Ambulance Copter	Cal Star	% Miscellaneous Emergency			
Total Volunteer Firefighters	28	Fire Suppression Helicopter	CALFIRE	% Non-Emergency			
Total Firefighters per Station <sup>3</sup>	28	Public Safety Answering Point	Sheriff	% Mutual Aid Calls			
Total Firefighters per 1,000 pop.	11	Fire/EMS Dispatch	CALFIRE	Calls per 1,000 population			
<b>Service Adequacy</b>		<b>Service Challenges</b>					
Response Time Base Year	2013	Very large remote and rugged areas in Mendocino Natl Forest					
Response Time (in minutes)	10	<b>Training</b>					
Maximum Response Time (in minutes)	120	Weekly for two hours, 3 extended trainings annually					
ISO Rating	9						
Notes:							
1) Primary service area (square miles) per station.							
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.							
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.							

## STREET LIGHTING

The District is also responsible for street lighting on Main Street within the Potter Valley community.

### **3. MSR DETERMINATIONS**

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#### **Growth and Population Projections**

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1. There are approximately 2,500 residents within the Potter Valley community Services District, based on District estimates. There are 646 people residing in the Potter Valley community.
2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The District's current facilities are adequate, but need upgrading.
5. The Fire Department does have the capacity to adequately serve current demand within the 134 square mile District boundary, but due to time and distance factors, has difficulty responding to incidents on USFS lands.
6. Water supply for firefighting is always a challenge, given the limited water supply sources within the District. The Department is dependent on wells, portable pumps, portable tanks, and local ponds.
7. Capital improvement needs for the District are generally planned in the budget, and the District is accruing funds to renovate the Main Station.

#### **Financial Ability of Agency to Provide Services**

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8. PVVFD reported that current financing levels are adequate to deliver services.

9. The Fire Department receives the bulk of its operating funds from property tax revenue. Additional sources of revenue (such as government grants or Proposition 172 funds) would benefit the Department's ability to provide greater services, equipment, paid personnel, and firefighter training.
10. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.

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#### Status and Opportunities for Shared Facilities

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11. The District collaborates with other fire service providers through federal, state and county mutual aid agreements. PVVFD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.

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#### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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12. PVCSD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
13. The District maintains a community presence at its Main Street Fire Station, where it posts information about district and fire department activities, documents and updates.
14. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and financial data would provide better transparency.
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet**

**POTTER VALLEY COMMUNITY SERVICES DISTRICT**  
**STATEMENTS OF REVENUES, EXPENDITURES, AND CHANGES IN**  
**FUND BALANCE - GOVERNMENTAL FUND**  
For The Two Years Ended June 30, 2014 and 2013

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	June 30, 2014	June 30, 2013
<b><u>Revenues</u></b>		
Property Taxes	\$ 72,371	\$ 69,659
Donation	5,000	
Interest Income	1,293	1,606
<b>Total Revenues</b>	<b>73,664</b>	<b>76,265</b>
<b><u>Expenditures</u></b>		
Audit Fees	2,300	2,300
Clothing and Personal	4,845	5,572
Communications	9,934	3,159
Insurance	8,047	7,282
Insurance - Workmen's Comp.	8,377	9,677
Maintenance	3,681	3,252
Operating Supplies	4,234	3,967
Professional Fees	250	
Tax Revenue Admin Fees	1,273	1,180
Training	2,880	1,663
Travel	1,411	4,492
Utilities	3,194	2,986
Equipment	-	9,954
<b>Total Expenditures</b>	<b>50,426</b>	<b>55,484</b>
<b>Excess of Revenues Over Expenditures</b>	<b>23,238</b>	<b>20,781</b>
<b>Fund Balance - Beginning</b>	<b>293,605</b>	<b>269,733</b>
Prior Period Adjustment		3,091
<b>Fund Balance - Ending</b>	<b>\$ 316,843</b>	<b>\$ 293,605</b>

## **REDWOOD VALLEY-CALPELLA FIRE DISTRICT**

### **1. AGENCY OVERVIEW**

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The Redwood Valley-Calpella Fire District (RVCDF) provides fire protection to the residents of Redwood Valley, Calpella and the surrounding area. The District is centered on the US Highway 101-State Route 20 interchange and the Russian River. It is located directly north of Ukiah in the east central portion of Mendocino County. (Refer to Figure 1: Mendocino County Fire Protection Services) The Fire District provides structural fire protection, wildland fire protection, emergency medical response, rescue and extrication, hazardous materials response, and water rescue. This is the first municipal service review (MSR) for RVCDF.

### **FORMATION**

The first all volunteer fire department began in Redwood Valley in October of 1953. The Redwood Valley-Calpella Fire District was formed in October of 1958.

The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law 1987).

### **BOUNDARY**

The RVCDF comprises 60.5 square miles (38,740 acres) centered on the communities of Calpella and Redwood Valley. The District is located approximately 7-miles north of Ukiah and 15-miles south of Willits. (Refer to Figure 31: Redwood Valley-Calpella Fire District Map)

RVCDF is adjacent to Potter Valley Volunteer Fire Department to the northeast, the Little Lake Fire Protection District to the northwest, and the Ukiah Valley Fire District to the south. (Refer to Figure 1)

Access to the area is provided by US Highway 101 and State Highway 20, which traverses east from US Highway 101. County Roads traverse the District including North State Street, East Road, West Road, and Tomki Road.

Annexations to the District occurred in 1989, 1994 and 1995. A reorganization in 1997 transferred property from Little Lake Fire Protection District to RVCDF.

Also within the District boundary is the Coyote Valley Reservation of the Coyote Tribe of Pomo Indians. The Tribe operates the Coyote Valley Casino off North State Street.

One parcel on the east side of East Road north of 'A' Road owned by Pacific Gas and Electric Company is an electrical substation which is not within the District boundary.

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## Extra-territorial Services

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The District provides emergency medical services to the northern portion of Lake Mendocino (south of State Route 20) under an agreement with the US Army Corps of Engineers. The District also assists the Potter Valley Volunteer Fire Department by responding to calls in the Bushay Camp area, and coordinates with the Little Lake Valley Fire Protection District for emergency responses to the Ridgewood Road area.

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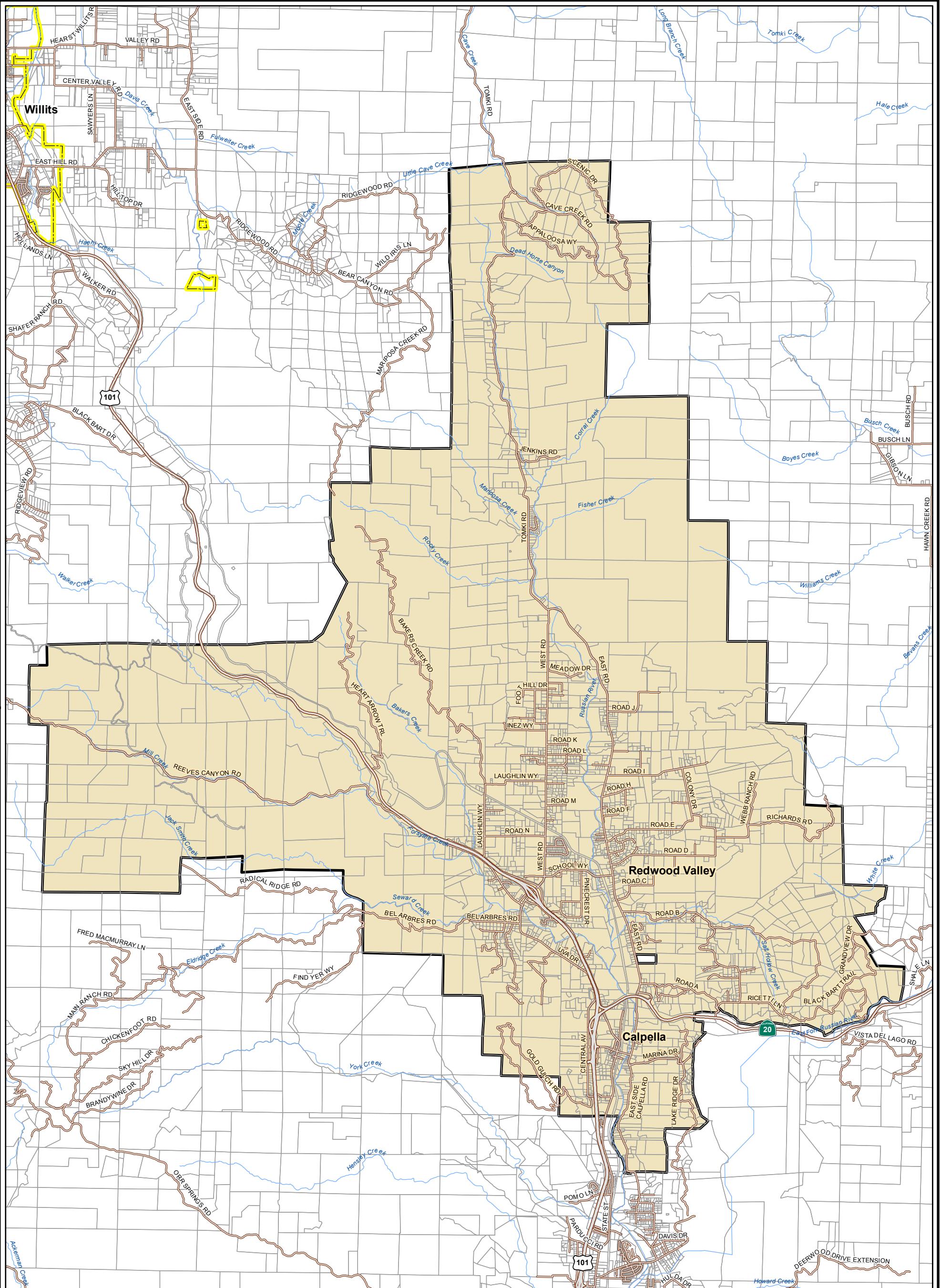
## Unserved Areas

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There are no unserved areas within the District boundary.

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for RVCFD was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.



## Redwood Valley Calpella Fire Protection District

- Redwood Valley Calpella FPD
- City of Willits
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

0.5 0.25 0 0.5 Miles



## **ACCOUNTABILITY AND GOVERNANCE**

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Redwood Valley-Calpella Fire District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for RVCDF. Currently, all five of the board members were appointed by the Mendocino Board of Supervisors. There have been no contested elections in the past seven years. Board members do not receive a stipend or any other compensation. Current Board Member names, positions, and term expiration dates are shown in Figure 32.

**Figure 32: Redwood Valley-Calpella Fire District Governing Body**

<b>Redwood Valley-Calpella Fire District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Don Dale, Fire Chief			
<b>Address:</b>	8481 East Road (PO Box 385) Redwood Valley CA 95470			
<b>Telephone:</b>	707-785-8121			
<b>Email/website:</b>	rvcfd@comcast.net      None			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
James 'Jim' Tuso	Chair	November 2019	Appointed	4 years
Keith Graydon	Vice Chair	November 2019	Appointed	4 years
Leo T. Bleier	Director	November 2019	Appointed	4 years
Steven W. Rugg	Director	November 2017	Appointed	4 years
Linda Talso	Director	November 2017	Appointed	2 years
<b>Meetings</b>				
<b>Date:</b>	Second Tuesday of each month at 7:00 PM			
<b>Location:</b>	Fire Station 8481 East Road Redwood Valley			
<b>Agenda Distribution:</b>	Posted on the door at the fire station and three public locations.			
<b>Minutes Distribution:</b>	Available by request.			

The Board meets on the second Tuesday of each month at 7:00 PM at the fire station. Board meeting agendas are posted on the door of the fire station and three public locations. Minutes are available upon request.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas) the District tries to reach its constituents through community outreach including 'word of mouth' and telephone trees. The District does not have a website, but does maintain a Facebook page.

The District reported one complaint in the past 10 years that was related to a double-billing and was rectified by the Mendocino County Auditor-Controller.

RVCFD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Redwood Valley-Calpella Fire District has five paid positions: one Chief, one Assistant Chief, two Fire Captains (one of which is part-time), and one part-time Billing Clerk. The Billing Clerk provides administrative support services to the District. There are 20 volunteer firefighters, of which half are trained as Emergency Medical Technicians (EMTs). The District also runs an Explorer Scout Firefighter program for students age 16 – 18. All volunteers are part of the Fire District, and do not receive remuneration for their services. Firefighter's ages range from 18 to 67, with the median age being 38. The District is continually recruiting for volunteer firefighters and would like to see younger volunteers. The District reported that with the closing of the lumber mill, there are fewer volunteers available to respond to daytime calls. Volunteers are evaluated as part of the weekly training sessions.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the District keeps an emergency log and training records. The District reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, informally, RVCFD does review the best practices of other fire agencies.

The District's financial planning efforts include an annually adopted budget and bi-annually audited financial statements. Capital improvement needs are generally planned in the budget. Audits are prepared by, Pehling & Pehling, CPA's.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 60 square miles with a variety of land uses including agriculture (vineyards, row crops, orchards, grazing), residential and commercial, schools, and religious facilities. The Coyote Valley Casino operated by the Coyote Tribe of Pomo Indians is a major employer in the District. The land use authority for privately held land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 7,500 to 8,000 residents within the District, based on District estimates. According to the 2010 Census, there are 679 people residing in the Calpella community and 1,729 people residing in the Redwood Valley community, both of which are 'census designated places' (CDPs). The population of the District has increased slightly over the past few years.

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### Projected Growth and Development

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The District reports that it anticipates some growth within its boundaries in the next few years related to new residential construction, primarily individual homesites. The community has a farming-oriented economy, with established vineyards and wineries. The closure of the Mendocino Redwood company mill has had an adverse impact on the local economy.

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### Disadvantaged Unincorporated Communities

---

LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

The primary communities within the District are Calpella and Redwood Valley, both CDPs. The Redwood Valley CDP does not qualify as a DUC because the median household income is greater than 80% of the State median household income of \$61,632. For Redwood Valley, the median household income in 2013 was \$68,527 (or 111.2% of the State median household income).

The Calpella CDP has a median household income of \$50,584 (or 82.1% of the State median household income). Calpella therefore, is slightly above the income threshold and does not qualify as a DUC.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Redwood Valley-Calpella Fire District and identifies the revenue sources currently available to the District.

RVCFD reports that current financing levels are adequate to deliver services, although as the area grows, it may be necessary for the District to seek voter approval of a new benefit assessment. The current assessment was approved in 2002 (and generates \$195,000 per year), but may become inadequate to fund additional services.

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### Revenues

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The primary revenue sources for the district are property tax revenues and the benefit assessment. Revenue sources and a three-year comparison are shown in Figure 33.

The Fire District's Strike Team is reimbursed for responding to wildfires under a mutual aid agreement with the California Department of Forestry and Fire Protection (CALFIRE) according to established fee schedules. Firefighters responding on Strike Team assignments are paid depending on the incident and assigned position. For Fiscal Year (FY) 2012-2013, District revenues increased by about \$70,000 as a result of Strike Team payments from the State.

The District is part of an intergovernmental Agreement between the County of Mendocino, the Coyote Valley Band of Pomo Indians, and the Redwood Valley-Calpella Fire Protection District. Under terms of the Agreement (which was executed on October 16, 2007), the RV-CFPD provides fire protection and emergency medical service to the Coyote Valley Casino in return for payments from tribe. The original agreement required the tribe to pay \$207,588 per year for staffing of the Fire District, and a five-year equipment and apparatus payment of \$70,000 per year (total of \$350,000). However, because the Coyote Valley Casino expansion project has not moved forward, in May of 2009, the Intergovernmental Agreement was amended to defer required payments to the Fire District. Presently, the tribe pays the District \$5,000 per month until such time as the casino expansion takes place, whereupon the original payments will be required minus the interim amount paid monthly.

The District also has an agreement with the Coyote Valley Tribal Council to provide fire suppression, fire protection, medical aid, and public assistance to residents of the Rancheria. Under this agreement, the Council pays the District a fee based on the value of each residential structure times the District's property tax rate, plus a service charge equal to what residents within the District as a whole pay (property assessment).

## Expenditures

Expenditures over the past three fiscal years have seen annual increases for Salaries and Benefits. Overall expenditures in FY 2011-2012 and FY 2012-2013 increased due to the purchase and equipping of a new wildland fire apparatus which was partially paid for with community donations.

For those years in which expenditures exceed revenues, the District utilizes its unassigned fund balance to make up any deficiencies, as discussed below.

**Figure 33: Three-year Revenues and Expenditures Comparison**

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$216,984	44%	\$216,128	42%	\$220,166	38%
Property Assessments	\$195,788	39%	\$195,543	38%	\$195,438	34%
Interest Income	\$1,635	0%	\$2,344	0%	\$2,714	0%
Other Government Funds	\$3,008	1%	\$7,002	1%	\$5,863	1%
Charges for Current Services	\$8,558	2%	\$7,200	1%	\$104,848	18%
Miscellaneous Revenues	\$70,682	14%	\$81,902	16%	\$49,291	9%
<b>Total Income</b>	<b>\$496,655</b>	<b>100%</b>	<b>\$510,119</b>	<b>100%</b>	<b>\$578,320</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$336,194	66%	\$373,261	65%	\$377,197	66%
Services & Supplies	\$128,243	25%	\$92,114	16%	\$156,015	27%
Debt Service	\$38,167	7%	\$38,168	7%	\$27,091	5%
Fixed Assets	\$6,881	1%	\$70,490	12%	\$10,829	2%
Other Expenditures		0%	\$0	0%		0%
<b>Total Expenses</b>	<b>\$509,485</b>	<b>100%</b>	<b>\$574,033</b>	<b>100%</b>	<b>\$571,132</b>	<b>100%</b>
<b>Net Income (or Loss)</b>	<b>-\$12,830</b>		<b>-\$63,914</b>		<b>\$7,188</b>	
Current Year Depreciation					\$72,978	
Accumulated Depreciation					\$859,308	

---

## Liabilities and Assets

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The District has a loan obligation to Kansas State Bank with annual installments of \$27,091 (\$25,723 in principal; \$1,309 in interest at 5.09%). Two recent debt instruments (one for a 1997 Type 1 Fire Engine, and the other for a 2009 Rescue vehicle) were paid off in FY 2011-2012 and FY 2012-2013, respectively.

The District maintains a Fund Equity Account as a cushion against year-to-year fluctuations in revenues and expenditures. As shown on the District Balance Sheet in Exhibit A, as of June 30, 2013, the District Fund Equity Account contained \$498,004 in unassigned monies, and \$70,029 in an equipment trust fund.

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## Financing Efficiencies

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The District does not participate in any joint powers authorities (JPAs), or have any formal Automatic Aid Agreements. RVCFD is a member of Planning Zone 2 of the Mendocino County Mutual Aid Association.

As part of the County-wide Mutual Aid System, RV-CFPD is within Mutual Aid Zone 2 along with the Ukiah Valley Fire District, the City of Ukiah Fire Department, Potter Valley Community Services District, and Hopland Fire Protection District.

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## Fundraising

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The Fire Auxiliary is a non-profit organization that supports the Fire District by holding fund raising events throughout the year. The Auxiliary typically raises about \$25,000 to \$30,000 per year with fundraising events such as the annual Beef Barbeque and Christmas tree sales. These monies help purchase new equipment, and helped fund a new fire engine.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

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The Redwood Valley-Calpella Fire District provides structural fire protection, wildland fire protection, emergency medical services, rescue, hazardous materials response, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal-mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The District also responds to wildland fires, and qualifies to be compensated when District personnel respond to wild fires under a mutual aid agreement with CALFIRE.

RVCFD provides services to non-residents, who are billed according to the District billing ordinance and fee schedule. However, reimbursements are often limited and sporadic.

Fire District personnel undergo diverse training three Mondays per month, and at extended weekend training three times a year. The District also participates in County-wide training exercises.

The District is dispatched by CALFIRE. All firefighters are alerted by pagers.

Ambulance service to the Calpella-Redwood Valley area is provided by Medstar Ambulance of Mendocino County, Inc. from a sub-station located in Calpella, and verihealth from a sub-station located in north Ukiah. Air ambulance service is provided by CalStar and REACH.

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#### **Demand for Services**

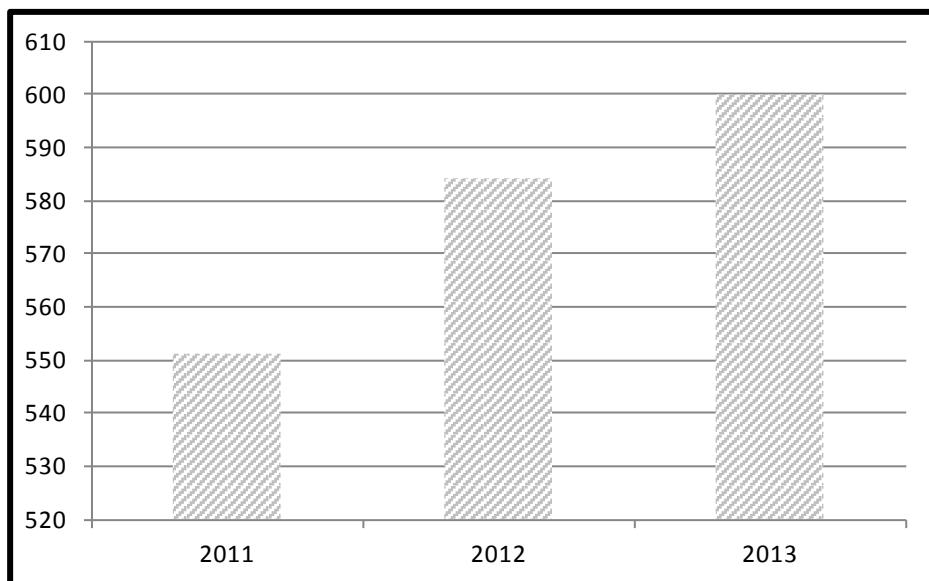
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As shown in Figure 34, the number of calls continues to increase each year. The annual calls average about 600, with the majority of calls are medical response to traffic accidents and other medical service responses (70%). Fifteen percent of the calls are fire or hazardous material-related. Typically there are 30 structure fires and 60 vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

The District reported that it has sufficient capacity to provide services to its current service area, along with limited growth. Expansion of the Coyote Valley Casino will require additional apparatus; and ability to provide service to the heavily-fueled wildland area at the north end of Lake Mendocino area is a concern.

The District is situated within several Wildland-Urban Interface areas which are a concern to the District. CALFIRE Battalion 3 reports efforts to address the problems of life safety in the event of a large wildfire in the Cave Creek and Greenfield Ranch areas.

**Figure 34: Number of Calls by Year, 2011-2013**



### Infrastructure and Facilities

RVCFD operates one fire station in Redwood Valley at 8481 East Road at East School Way. The station is a custom metal building with roll-up doors, three apparatus bays, a training room, kitchen, bathroom, washroom, equipment storage bays, and a meeting room. The District considers the station to be in 'good' condition.

RVCFD has been working over the past 10 years to replace its fleet of 11 vehicles. Most of these replacement vehicles were either purchased from other fire Departments, or acquired under the Federal Excess Property Program.

The District maintains and operates two patrol vehicles, one rescue vehicle, five pumpers, one utility vehicle, and one water tender. A 1997 incident support bus is due for replacement.



The Delbert L. Phelps Firehouse 8481 East Road Redwood Valley

Within the Redwood Valley 'core' area served by the Redwood Valley County Water District, there is a water supply and hydrant system for firefighting. Within Calpella and the outlying area, the District relies on its 2,000 gallon water tender, agricultural irrigation ponds, and cisterns constructed by property owners as part of a residential building permit.

### Infrastructure Needs or Deficiencies

Currently water supply for fire fighting in the outlying areas is considered 'marginally adequate,' especially given the current drought conditions. The District is exploring other means to augment its existing water supplies, either through mutual aid tanker support from other fire agencies; or through acquisition of additional water tenders.

### Shared Facilities and Regional Collaboration

Because of its 'central' location, the District firehouse is utilized for regional training exercises involving a number of emergency response agencies.

No apparatus or facilities are shared with other districts.

The District collaborates with other fire service providers through statewide and countywide mutual aid agreements. Redwood-Valley-Calpella Fire District has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and the Mendocino County Special District Association.

### Service Adequacy

While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, level of staffing, and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. In 2005, the District ISO ratings were modified, going from a 6 to a 5 in the 'core' area; and from an 8 to a 9 in areas with water and hydrant systems. The District believes that the ISO rating in the Valley floor can be further reduced.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Based on sample response times in 2013, the median response time in the core area was 4-8 minutes; with 30-minute response times outside of the core, depending on location.

The one main fire station in Redwood Valley serves the entire 60 square mile area. RVCDF has approximately three firefighters per 1,000 residents. The Fire District Service Profile is presented in Figure 35.

**Figure 35: Redwood Valley-California Fire District**

Fire Service Profile - Redwood Valley-California Fire District							
<i>District Resource Statistics</i>		<i>Service Configuration</i>		<i>Service Demand</i>			
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year			
Fire Stations in District	one	Fire Suppression	Direct	Total Service Calls			
Main Station Location:	8184 East Road	Emergency Medical Service	Direct	% Emergency Medical Service			
Square Miles Served per Station <sup>1</sup>	60	Amb. Transport	MedStar & verihealth	% Fire/Hazardous Materials			
Total Staff <sup>2</sup>	25	Hazardous Materials	Direct	% False			
Total Paid Firefighters (in FTE)	3.5	Air Ambulance	Cal Star & REACH	% Miscellaneous Emergency			
Total Volunteer Firefighters	20	Fire Suppression Helicopter	CALFIRE	% Non-Emergency			
Total Firefighters per Station <sup>3</sup>	24	Public Safety Answering Point	Sheriff	% Mutual Aid Calls			
Total Firefighters per 1,000 pop.	3	Fire/EMS Dispatch	CALFIRE	Calls per 1,000 population			
<i>Service Adequacy</i>		<i>Service Challenges</i>					
Response Time Base Year	2013	Ability to train for hazardous materials incidents. Providing additional emergency services should the Coyote Valley Casino expand.					
Response Time (in minutes)	6	<b>Training</b>					
Maximum Response Time (in minutes)	30.0	Three Mondays per month with extended weekend training three time per year.					
ISO Rating	5/9						
Notes:							
1) Primary service area (square miles) per station.							
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.							
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.							

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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1. There are approximately 7,500 to 8,000 residents within the Redwood Valley-Calpella Fire District, based on District estimates. There are 679 people residing in Calpella, and 1,729 people residing in Redwood Valley. The remaining population is distributed in the outlying areas of the District.
2. The population of the District may increase slightly as residential units are constructed on individual homesites.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The District's current facilities are considered adequate, and provide necessary space to house apparatus and carry out the District's administrative and service functions.
5. The Fire District does have the capacity to adequately serve current demand within the 60 square mile District boundary, along with limited future growth.
6. Water supply for fire fighting is always a concern, especially during the drought. Outside the core area of Redwood Valley, the District is dependent on transported water and local ponds.
7. Capital improvement needs for the District are generally planned in the budget, and the District is completing a 10-year program to replace its vehicles.

#### **Financial Ability of Agency to Provide Services**

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8. RVCFD reported that current financing levels are adequate to deliver services.

9. The Fire District receives the bulk of its operating funds from property tax revenue and a special assessment. Additional sources of revenue would benefit the District's ability to provide greater services. One such source could be charges for services for non-residents, which would require a more aggressive collections effort.
10. The District has an agreement with the Coyote Valley Casino and the Coyote Valley Tribal Council which spells out service obligations and reimbursement amounts.
11. The District maintains a Fund Equity Account to account for years in which expenditures exceed revenues.

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#### **Status and Opportunities for Shared Facilities**

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12. The District collaborates with other fire service providers through state and county mutual aid agreements. RVCDFD has contributed to the creation of the Mendocino Fire Plan through the Fire Safe Council. The District is a member of the California Special District Association (CSDA), Fire Safe Council, Mendocino County Fire Chief's Association, and Mendocino County Special District Association.
13. The District makes its facilities available for regional training exercises.

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#### **Accountability for Community Services, Including Governmental Structure and Operational Efficiencies**

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14. RVCDFD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
15. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates.
16. The District's current Facebook efforts are not adequate to inform its constituents about District meetings, minutes, and financial data. The District should establish a District website.
17. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet****REDWOOD VALLEY-CALPELLA FIRE DISTRICT****Balance Sheet  
June 30, 2013**

	Governmental Fund Type	
	General	Equipment Trust
<b><u>ASSETS</u></b>		
<b><u>Current Assets:</u></b>		
Cash in County	\$ 497,791	\$ 71,029
Cash in Bank	18,780	-
Prepaid Expenses	<u>18,616</u>	<u>-</u>
Total Current Assets	<u>535,187</u>	<u>71,029</u>
<b>TOTAL ASSETS</b>	<b><u>535,187</u></b>	<b><u>71,029</u></b>
<b><u>LIABILITIES</u></b>		
<b><u>Current Liabilities:</u></b>		
Accounts Payable	36,682	-
Total Current Liabilities	<u>36,682</u>	<u>-</u>
<b><u>FUND BALANCE</u></b>		
Assigned	500	71,029
Unassigned	<u>498,004</u>	<u>-</u>
<b>TOTAL FUND BALANCE</b>	<b><u>\$ 498,504</u></b>	<b><u>\$ 71,029</u></b>

## MENDOCINO FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

---

The Mendocino Fire Protection District (MFPD) is the umbrella agency for the Mendocino Volunteer Fire Department (MVFD). MVFD is a small rural fire agency serving the town of Mendocino and the surrounding area. The Fire District is located in the west central portion of Mendocino County adjacent to the Pacific Ocean. (Refer to Figure 1: Mendocino County Fire Protection Services) The Fire Department provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, cliff and ocean rescue, and hazardous materials response as a first responder. This is the first municipal service review (MSR) for MFPD/MVFD.

### **FORMATION**

The Mendocino Volunteer Fire Department was organized in 1887, and has served continuously for 128 years. It continues to be an all-volunteer department.

The Mendocino Fire Protection District was formed in March of 1948 by the Mendocino County Board of Supervisors.

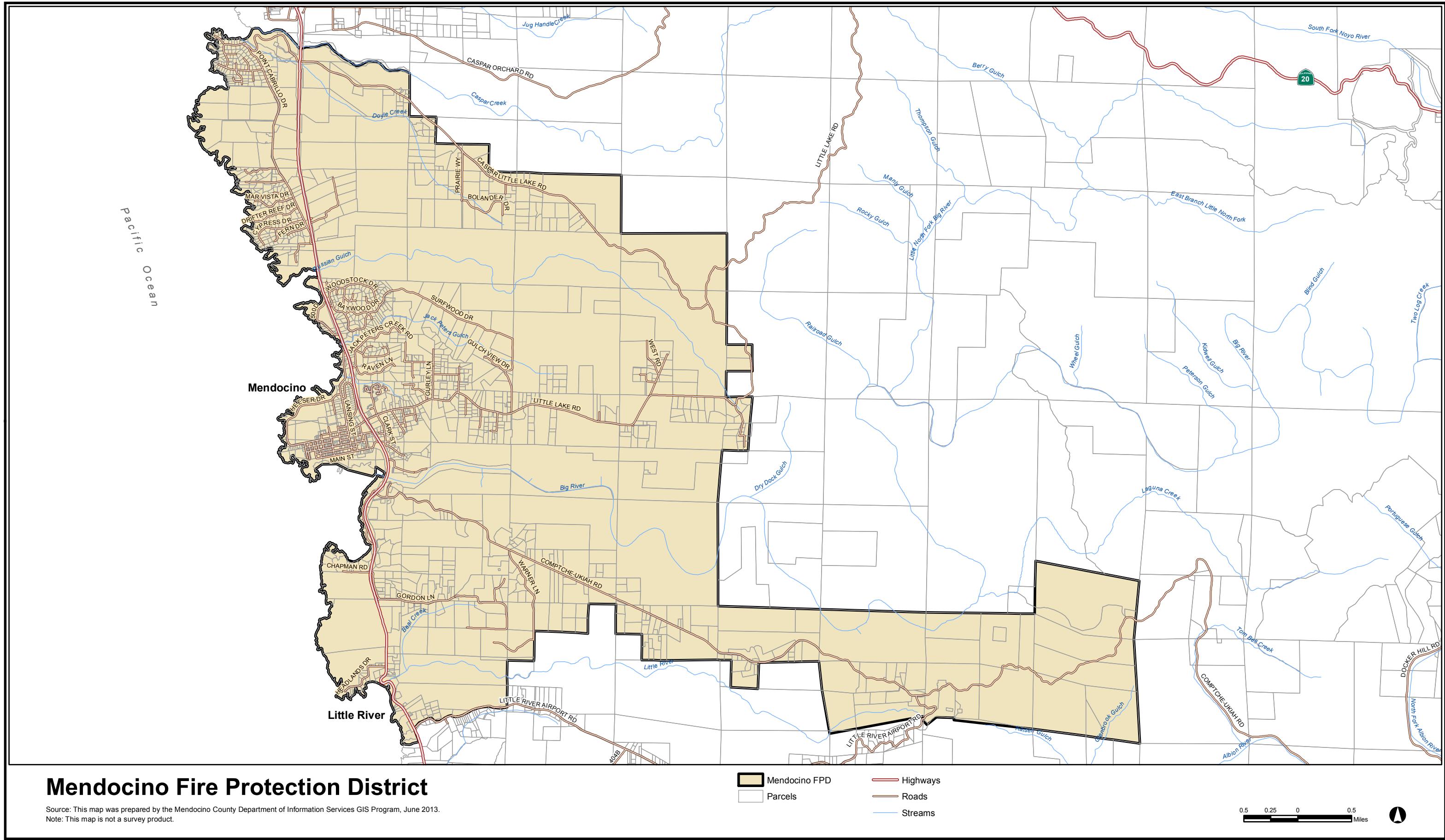
The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law 1987).

### **BOUNDARY**

The MFPD comprises 23.8 square miles (15,230 acres) centered on the unincorporated community of Mendocino. The District is located along the Pacific Ocean, and is bisected in a north-south direction by 7.5 miles of State Highway 1, the primary transportation route in the area. The District extends from Caspar Bridge on the north to Little River Airport Road on the south. The District extends inland for four miles, with an additional four miles along Comptche-Ukiah Road. (Refer to Figure 36: Mendocino Fire Protection District Map)

The Mendocino Fire Protection District is adjacent to the Fort Bragg Rural Fire Protection District on the north, the Albion-Little River Fire Protection District on the south, and Comptche Community Services District (Fire Protection) to the east. A majority of lands to the east are not within any fire district and are classified as State Responsibility Area (SRA). (Refer to Figure 1)

There have been at least three annexations to the District, the most recent occurring in 1991.



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## Extra-territorial Services

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The Mendocino Volunteer Fire Department does not provide services outside its district boundary to other agencies by contract, but does maintain Mutual Aid Agreements with the neighboring fire districts of Fort Bragg Rural FPD, Albion-Little River FPD, and Comptche CSD; and the California Department of Forestry and Fire Protection (CALFIRE) for wildland fire incidents.

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## Unserved Areas

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There is a small area along Little River between Mendocino FPD and Little-River-Albion FPD that is unprotected. (Refer to Figure 1) Areas inland that are outside the District boundary (where rural roads exist) may require service from the Fire Department through Mutual Aid requests.

Casper-Little Lake Road (County Road 409) to the east is more difficult to serve, as is the Old Mill Farm area.

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Mendocino FPD was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## **ACCOUNTABILITY AND GOVERNANCE**

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Mendocino Fire Protection District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for MFPD. Currently, all five of the board members were appointed by the Mendocino Board of Supervisors. There have been no contested elections in the past five years. Board members do not receive a stipend for attending meetings. There is a mileage allowance and a small budget for conferences and training. Current Board Member names, positions, and term expiration dates are shown in Figure 37.

**Figure 37: Mendocino Fire Protection District Governing Body**

<b>Mendocino Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Ed O'Brien, Fire Chief			
<b>Address:</b>	44700 Little Lake Road (PO Box 901) Mendocino CA 95460			
<b>Telephone:</b>	707-937-0131			
<b>Email/website:</b>	mvfd@mcn.org www.mendocinofire.com			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
William Lemos	President	November 2017	Appointed	4 years
Forrest Francis	Vice President	November 2017	Appointed	4 years
Simone M. Pisias	Director	November 2019	Appointed	4 years
Dave Gross	Director	November 2019	Appointed	4 years
Emily Strachan	Director	November 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Second or Third Tuesday of each month at 9:00 AM; Fourth Wednesday at 7:00 PM			
<b>Location:</b>	Fire Station 840 44700 Little Lake Road Mendocino			
<b>Agenda Distribution:</b>	Posted at Station 840 and Station 841			
<b>Minutes Distribution:</b>	Available by request.			

The Board conducts regular meetings twice per month at the Main Fire Station, with additional Executive Committee and Budget Committee meetings scheduled as necessary. Board meeting agendas are posted at the Main Fire Station (Little Lake Road) and Station 841 (Lansing Street). Minutes are available upon request.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas) the District and the Fire Department reaches its constituents through community outreach.

The Volunteer Fire Department maintains a website ([www.mendocinofire.com](http://www.mendocinofire.com)). However, District information including Board contact information, agendas, minutes, and financial/budget data are not posted. The website does post a calendar of District/Department activities and meetings, and lists fire calls for the prior 12-months.

Complaints to the District are handled on a direct basis by either the Board President or the Fire Chief. The District reported that it receives on average, less than one complaint per year.

Mendocino FPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Mendocino Volunteer Fire Department has one Chief, three Assistant Chiefs, five Captains, and 27 Firefighters, all volunteers. Half of the Firefighters are also trained Emergency Medical Technicians (EMTs). In addition, two firefighters are Registered Nurses, and one Firefighter is a Paramedic. All volunteers are part of the Fire Department and do not receive remuneration for their services. Volunteers are evaluated as part of the weekly training sessions and vary in age from 20 to 70. The Department is always recruiting for volunteer firefighters, as there is typically an annual turnover of seven or eight members.

The Department also has two part-time paid positions, an Office Secretary and a Maintenance Worker.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, MVFD does informally review the best practices of other fire agencies.

The Department's financial planning efforts include an annually adopted budget and bi-annually audited financial statements. Capital improvement needs are generally planned in the budget. Audits are prepared by Rick Bowers, CPA on a bi-annual basis. The most recent audit is for Fiscal Year 2012-13 and Fiscal Year 2013-2014.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 24 square miles, with a service area of approximately 50 square miles. The District contains a variety of land uses including residential and commercial development in the town of Mendocino transitioning to rural residential, large tracts of forest and range land in the District's outer areas, as well as the cliffs and rocky shores of the Pacific Ocean. The land use authority for privately held land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 3,000 residents within the District, based on District estimates. According to the 2010 Census, there are 894 people residing in the Town of Mendocino, which is a 'census designated place.' The population of the District has increased slightly over the past 10-years. Large influxes of people occur during annual festivals.

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### Projected Growth and Development

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The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. The Town of Mendocino is visitor and tourism-based, which accounts for seasonal fluctuations in the number of people in the District at any given time.

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### Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide median household income.

The primary community within the District is the Town of Mendocino, a 'census designated place' (CDP). The Mendocino CDP does not qualify as a DUC because the median household income is greater than 80% of the State median household income of \$61,632. For Mendocino, the median household income in 2013 was \$56,203 (or 91.2% of the State median household income).

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Mendocino Fire Protection District and identifies the revenue sources currently available to the District.

MFPD reports that current financing levels are adequate to deliver services. The District is in good financial condition and has not identified any pressing needs.

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### Revenues

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The primary revenue sources for the district are property tax revenues and the benefit assessment (property assessment). The district does not charge additional fees for services to residents or non-residents.

Revenue sources and a three-year comparison are shown in Figure 38. Revenues over the past three fiscal years have exceeded expenditures by over \$100,000 each year. Property tax revenues increased one time in Fiscal Year (FY) 2012-2013 due to payment of prior year taxes and penalties.

**Figure 38: Three-year Revenues and Expenditures Comparison**

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$159,694	52%	\$156,205	50%	\$170,982	47%
Property Assessments	\$141,120	46%	\$141,295	46%	\$141,120	38%
Interest Income	\$1,919	1%	\$3,699	1%	\$4,433	1%
Other Government Funds	\$1,697	1%	\$8,065	3%	\$1,727	0%
Miscellaneous Revenues	\$5,414	2%	\$1,208	0%	\$48,440	13%
<b>Total Income</b>	<b>\$309,844</b>	<b>100%</b>	<b>\$310,472</b>	<b>100%</b>	<b>\$366,702</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$24,212	13%	\$28,101	17%	\$67,250	26%
Services & Supplies	\$115,312	63%	\$136,597	80%	\$144,345	57%
Fixed Assets	\$43,060	24%	\$5,318	3%	\$42,962	17%
Debt Service	\$0	0%	\$0	0%	\$0	0%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$182,584</b>	<b>100%</b>	<b>\$170,016</b>	<b>100%</b>	<b>\$254,557</b>	<b>100%</b>
<b>Net Income (Or loss)</b>	<b>\$127,260</b>		<b>\$140,456</b>		<b>\$112,145</b>	
Current Year Depreciation			\$122,964		\$103,847	
Accumulated Depreciation			\$1,549,894		\$1,636,272	

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## Expenditures

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Expenditures for MFPD have fluctuated over the past three fiscal years, with a large increase in salaries in FY 12-13. This is attributed to 'extra-help' payments for administrative work at the District.

The District has budgeted for and purchased fire apparatus on a 'pay as you go' basis, utilizing accrued funds.

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## Liabilities and Assets

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The district does not have any long-term debt or liabilities. The District has a 20-year lease with CALFIRE for the use of an auxiliary building (Station 842) on Little Lake Road. The lease is for \$1 per year and expires in 2024.

The Mendocino County Auditor maintains the MFPD's funds. The District's fund balance on June 30, 2013 (which can be considered to be a 'Reserve Account') totaled \$904,032. All of these funds are classified as 'unrestricted' and can be used for any purpose. (Refer to Exhibit A: District Balance Sheet for details.)

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## Financing Efficiencies

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The District does not participate in any joint powers authorities (JPAs), but does have a formal Automatic Aid Agreement with CALFIRE. As part of the County-wide Mutual Aid System, MFPD is within Mutual Aid Zone 4 along with Comptche Community Services District, Albion-Little River Fire Protection District, and Fort Bragg Rural Fire Protection District, Fort Bragg Fire Protection Authority, and Westport Volunteer Fire Company.

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## Fundraising

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With the passage of Special Tax Measure T (property assessment) in 2004, the District ended its formal fundraising activities. However, the district continues to receive individual donations, and will occasionally hold fundraising drives to purchase particular pieces of equipment. The Fire Department estimates that it receives between \$10,000 and \$12,000 each year in donations.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

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The Mendocino Volunteer Fire Department provides structural fire protection, wildland fire protection, emergency medical services to an emergency Medical Technician (EMT)/First Responder level, rescue and extrication, hazardous materials response to a first responder level, cliff and ocean rescues, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal-mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires under an Automatic Aid Agreement with CALFIRE.

Due to the wide variety of conditions within the District, the Fire Department responds to a diverse number of calls ranging from traffic collisions to ocean and cliff rescues.

Fire Department personnel undergo diverse training three hours each Monday, and at monthly specialized training for engineers, water rescue, riggers, auto extrication, entry, and wildland skills. The Department also participates in County-wide training exercises, and hosts many such training sessions at the Main Fire Station.

The Department is dispatched by CALFIRE. All firefighters are alerted by siren and text message.

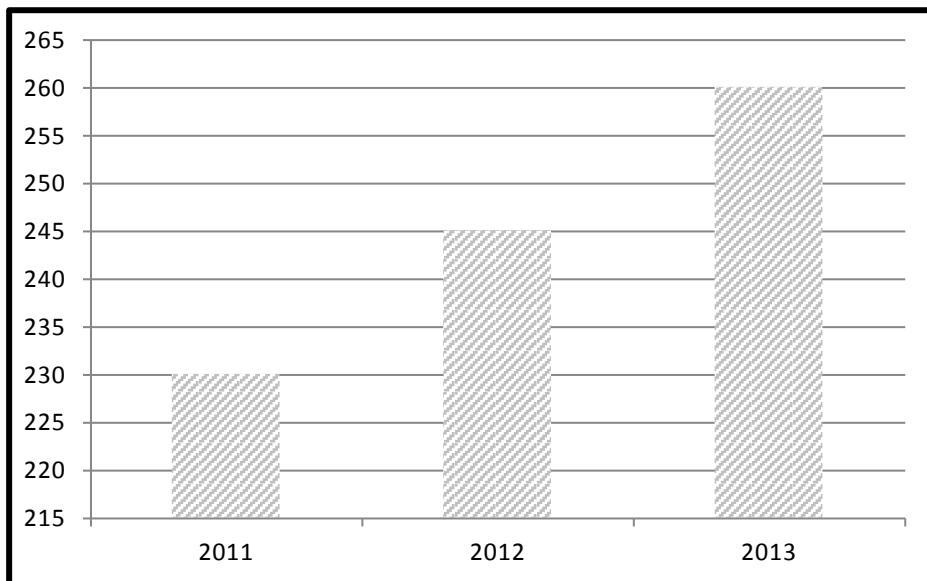
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#### **Demand for Services**

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As shown in Figure 39, the number of calls have increased slightly over the past three years. The annual calls average about 260, with the majority of calls being medical response to traffic accidents and other medical service responses (85%). Fifteen percent of the calls are fire or hazardous materials-related. Typically there are 30 structure fires and 30 vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

The Mendocino Volunteer Fire Department reported that it generally had sufficient capacity to provide services to its current service area, and to assist other fire departments through mutual aid.

**Figure 39: Number of Calls by Year, 2011-2013**

## Infrastructure and Facilities

MFPD operates three fire stations: the Main Station (Station 840) named for Chief Foggy Gomes and located at 44700 Little Lake Road; the original station in downtown Mendocino (Station 841) located at 10461 Lansing Street; and a building leased from CALFIRE at the Woodland Fire Station (Station 842) located at 41722 Little Lake Road. The Main Station was constructed in 1975 and is a 10,000 square foot, 2-story facility with three drive-through apparatus bays (two engines each); plus a meeting/training room, kitchen, bathroom, shop, and storage area.

The Department maintains and operates one Type 3 Rescue Attack engine, one Type 2 Wildland Fire Engine, two Type 2 Structure Engines, one Type 2 2,200 gallon Pumper/Water Tender, one Utility Vehicle, two Zodiac boats, and two jet skis. A 1948 White fire engine is used for parades.

Water for fire protection is provided by fire hydrants and the Town of Mendocino. The hydrant system covers about 5% of the District, including key locations such as the Mendocino K-8 School, the Community Center, and the commercial buildings and hotel/motel accommodations. There is a dedicated water source at the Main Station, and the district maintains water tanks in three other locations. Outside of these areas, the Fire Department must rely on engines with water storage capacity, and/or utilize ponds, swimming pools, or cisterns.

Ambulance service is provided from the Mendocino Coast Healthcare District hospital in Fort Bragg. Air ambulance service is provided by CalStar and REACH.



Station 840 44700 Little Lake Road Mendocino

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### Infrastructure Needs or Deficiencies

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MFPD reported that the Main Station is in 'very good' condition but is operating at capacity. The District is currently examining other sites for fire stations, the construction of which will depend on available funding.

The District has a 30-year plan for apparatus replacement.

Currently, water supply for fire fighting is considered 'adequate' – however, additional water storage tanks in strategic locations would be very beneficial.

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### Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide (CALFIRE) and countywide mutual aid agreements.

The Fire Department did not identify any future opportunities for facility sharing.

The District does participate in (and often hosts) joint training exercises with other fire departments.

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### Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. MFPD has an ISO rating of 6.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty-five percent of responses are medically related. Response times for the Mendocino Volunteer Fire Department include 2-minutes for personnel to reach the respective station, and 12 to 15 minutes drive time. Remote areas (such as Drinkwater Ranch) can take up to 45-minutes.

The Main Fire Station serves approximately 16 square miles, while the other two stations serve about 4 square miles each. MVFD has approximately 12 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 40.

**Figure 40: Mendocino Fire Protection District Profile**

<b>Fire Service Profile - Mendocino Volunteer Fire Department</b>									
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>					
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year	2013				
Fire Stations in District	3	Fire Suppression	Direct	Total Service Calls	260				
Main Station Location: Little Lake Road		Emergency Medical Service	Direct	% Emergency Medical Service	85%				
Square Miles Served per Station <sup>1</sup>	8	Ambulance Transport	MCHD-Ft Bragg	% Fire/Hazardous Materials	11%				
Total Staff <sup>2</sup>	38	Hazardous Materials	Direct As Req'd	% False	1%				
Total Paid Firefighters (in FTE)	0	Air Ambulance Copter	CalStar/REACH	% Miscellaneous Emergency	1%				
Total Volunteer Firefighters	36	Fire Suppression Helicopter	CALFIRE	% Non-Emergency	1%				
Total Firefighters per Station <sup>3</sup>	12	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	1%				
Total Firefighters per 1,000 pop.	11	Fire/EMS Dispatch	CALFIRE	Calls per 1,000 population	86				
<b>Service Adequacy</b>		<b>Service Challenges</b>							
Response Time Base Year	2013	Cliff and ocean water rescues due to degree of difficulty. Service to the more remote areas of the District including Caspar-Little Lake Road (County Road 409) to the east, the Old Mill Farm area, and Drinkwater Ranch.							
Response Time (in minutes)	15-17	<b>Training</b>							
Maximum Response Time (in minutes)	45.0	Two hours per week with additional specialized training as posted on the Fire Department calendar.							
ISO Rating	6								
Notes:									
1) Primary service area (square miles) per station.									
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.									
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.									

### **3. MSR DETERMINATIONS**

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#### **Growth and Population Projections**

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1. There are approximately 3,000 residents within the Mendocino fire Protection District boundary, based on District estimates. There are 894 people residing in the Town of Mendocino.
2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The District's current facilities are adequate, with the possibility of adding new fire stations when funding becomes available.
5. The Fire Department has the capacity to adequately serve current demand within the 24 square mile District boundary, and is able to assist adjoining fire districts through mutual aid.
6. Water supply for fire fighting is available in the Town of Mendocino, but the outlying areas rely on tanker trucks, and limited water tanks. Additional water tanks at strategic locations would be beneficial.

#### **Financial Ability of Agency to Provide Services**

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7. MFPD reported that current financing levels are adequate to deliver services.
8. The District has been accruing significant reserve funds as revenues exceed expenditures each Fiscal Year.

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### Status and Opportunities for Shared Facilities

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9. The District collaborates with other fire service providers through state and county mutual aid agreements.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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10. MFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.
11. The Volunteer Fire Department maintains a website. However, District governance, meeting notices, agendas, minutes and financial data are not published on this website.
12. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates.
13. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet****MENDOCINO FIRE PROTECTION DISTRICT**

## BALANCE SHEETS - GOVERNMENTAL FUNDS

June 30, 2013 and 2012

<u>ASSETS</u>	June 30, 2013	June 30, 2012
<b>Current Assets</b>		
Cash	\$ 911,232	\$ 784,888
<b>TOTAL ASSETS</b>	<u>\$ 911,232</u>	<u>\$ 784,888</u>
 <u>LIABILITIES AND FUND BALANCES</u>		
<b>Current Liabilities</b>		
Accrued Expenses	\$ 7,200	\$ 6,729
<b>Fund Balances</b>		
Unassigned	<u>904,032</u>	<u>778,159</u>
<b>TOTAL LIABILITIES AND FUND BALANCES</b>	<u>\$ 911,232</u>	<u>\$ 784,888</u>

## ALBION-LITTLE RIVER FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

The Albion-Little River Fire Protection District (A-LRFPD) is the umbrella agency for the Albion-Little River Fire Department (A-LRFD). A-LRFPD is a small rural fire agency serving the coastal communities of Albion and Little River and the surrounding area. The Fire District is located in the west central portion of Mendocino County adjacent to the Pacific Ocean. (Refer to Figure 1: Mendocino County Fire Protection Services) The Fire Department provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, cliff and ocean rescue, and hazardous materials response as a first responder. This is the first municipal service review (MSR) for A-LRFPD/A-LRFD.

### **FORMATION**

The Albion-Little River Fire Protection District was formed on April 24, 1962 by action of the Mendocino County Board of Supervisors.

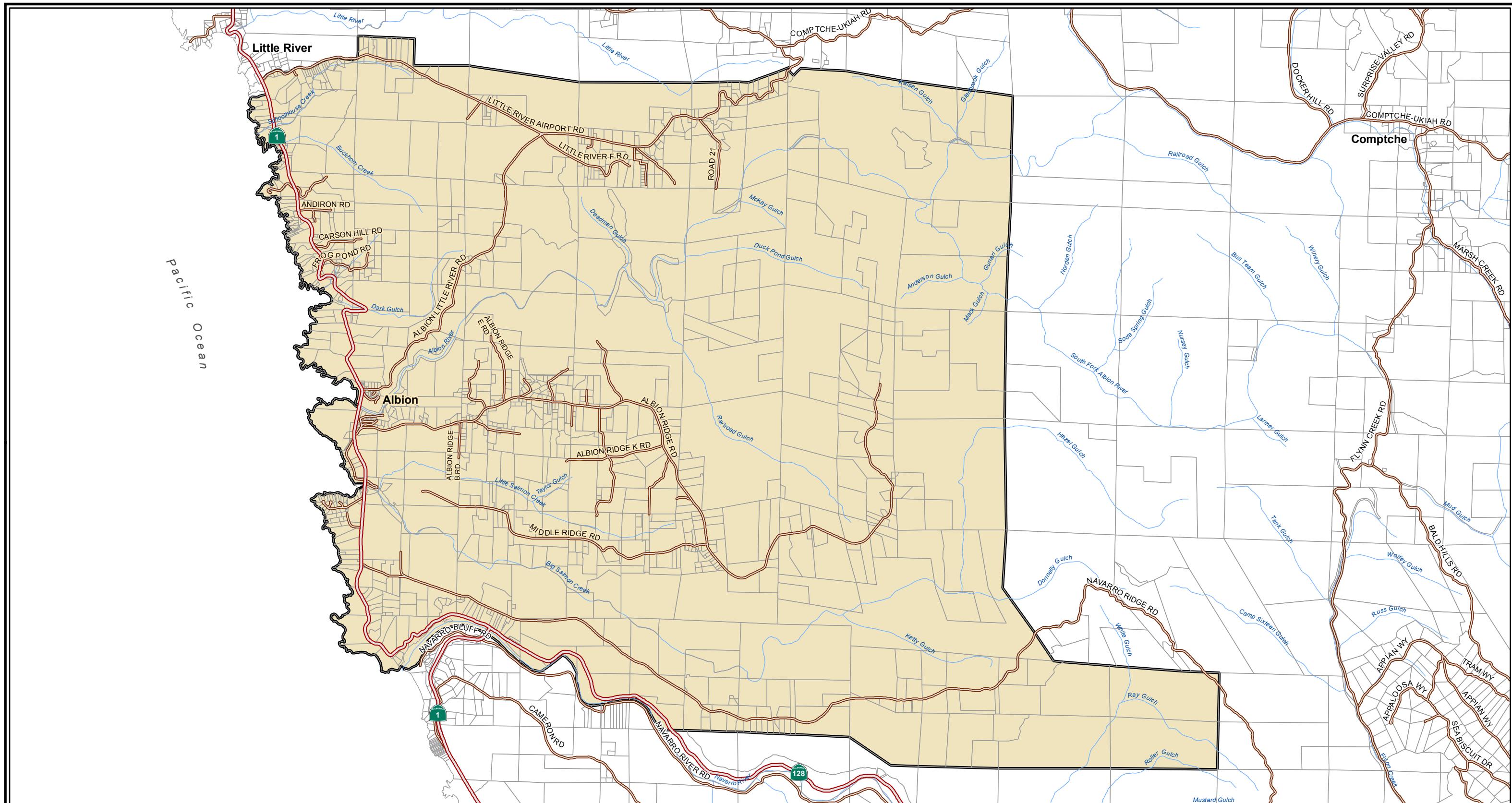
The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law 1987).

### **BOUNDARY**

The A-LRFPD comprises 37.3 square miles (23,851 acres) centered on the unincorporated communities of Albion and Little River, and approximately 11-miles south of Fort Bragg. The District is located along the Pacific Ocean, and is bisected in a north-south direction by 7-miles of State Highway 1, the primary transportation route in the area. The District extends from Little River Airport Road on the north to State Highway 128 on the south. The District extends inland for approximately six miles. (Refer to Figure 41: Albion-Little River Fire Protection District Map)

The Albion-Little River Fire Protection District is adjacent to the Mendocino Fire Protection District on the north, the Elk Community Services District (Fire Protection) on the south, and the Comptche Community Services District (Fire Protection) on the east. (Refer to Figure 1)

The original District (as established in 1962) consisted of 9 square miles, primarily along the Coast and extending inland along Little River Airport Road and Albion Ridge Road. In April of 1993, Mendocino LAFCo (under Resolution No. 93-1) approved the annexation of an additional 31-acres to the District, creating what is now the present District Boundary. The discrepancy between the then 40-acre District boundary and the present 37.3 acre District boundary is attributed to more detailed mapping by Mendocino County Geographic Information Systems (GIS).



## Albion Little River Fire Protection District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.  
Note: This map is not a survey product.

  Albion Little River FPD  
  Parcels  
— Highways  
— Roads  
— Streams

0.5   0.25   0   0.5  
Miles



The purpose of the 1993 annexation was to make the A-LRFPD boundary contiguous with the aforementioned adjacent fire protection service districts, and to establish a Sphere of Influence consistent with the new district boundary.

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## Extra-territorial Services

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There are two areas outside the District boundary for which services are provided: on the north, the non-District area between A-LRFPD and Mendocino Fire Protection District (which is the Van Damme State Park); and on the south, the non-District area between A-LRFPD, Elk Community Services District, and Anderson Valley Community Services District to the east (the Highway 128 corridor and the Navarro River Redwoods State Park, including the Paul M. Dimmick Campground). (Refer to figure 1) These areas should be considered for inclusion in the A-LRFPD Sphere of Influence Update, and for eventual annexation to the District.

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## Unserved Areas

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The extended area east of Navarro Ridge Road (Ray Gulch and Roller Gulch) is difficult to serve due to the distance from existing District fire stations. (Refer to Figure 41)

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for the Albion-Little River FPD was established in April of 1993 along with Annexation No. 92-2; and was re-approved in October of 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Albion-Little River Fire Protection District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, during an election year cycle, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election. Currently, one board member was appointed by the Fire District Board of Directors, and four were appointed by the Board of Supervisors. There have been no contested elections in the past five years. Board members do not receive a stipend for attending meetings or any other compensation. Current Board Member names, positions, and term expiration dates are shown in Figure 42.

**Figure 42: Albion-Little River Fire Protection District Governing Body**

<b>Albion-Little River Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Ted Williams, Fire Chief			
<b>Address:</b>	32600 Albion Ridge Road (PO BOX 634) Albion CA 95410			
<b>Telephone:</b>	707-937-4022			
<b>Email/website:</b>	ted@ted.net <a href="http://www.albionfire.com">www.albionfire.com</a>			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Chris Skyhawk	President	November 2017	Appointed	2 years
Michael Issel	Vice President	November 2019	Appointed	4 years
Debbi Wolf	Director	November 2019	Appointed	4 years
Alan Taeger	Director	November 2019	Appointed	4 years
Scott Roat	Director	November 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Third Wednesday of each month at 7:00 PM			
<b>Location:</b>	Albion School    30400 Albion Ridge road    Albion			
<b>Agenda Distribution:</b>	Posted at each fire station.			

The Board conducts regular meetings on the third Wednesday of each month at the Albion School beginning at 7:00 PM. Board meeting agendas are posted at the four fire stations and posted to the fire Department website. Minutes are available upon request, with audio recordings of the meetings posted to the website.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas), the District and the Fire Department reaches its constituents through community outreach and the Fire Department website ([albionfire.com](http://albionfire.com)). The website posts a calendar of District/Department activities and meetings, and lists a summary of fire calls by type for the previous 10-years.

Procedures for handling complaints are specified in District policies, and are handled on a direct basis by either the Board President or the Fire Chief. The District reported that complaints are rare, with the exception of one constituent who routinely files complaints with the District.

Albion-Little River FPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Albion-Little River Fire Department has one Chief, two Assistant Chiefs, and 25 Firefighters, all volunteers. Seven of the Firefighters are also trained Emergency Medical Technicians (EMTs). Volunteers are evaluated as part of the weekly training sessions and vary in age from 20 to 70. The Department has a target of having 40 Firefighters; however, this has become difficult as younger volunteers continue to move from the area. The District contracts with a bookkeeping service for financial reports.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, A-LRFD does informally review the best practices of other fire agencies.

The Department's financial planning efforts include an annually adopted budget. Capital improvement needs are generally planned in the budget. District Audits are prepared every other fiscal year by Wendy S. Boise, CPA.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

---

The District's boundary area is approximately 37 square miles, with a service area of approximately 50 square miles. The District contains a variety of land uses including residential and commercial development in the communities of Albion and Little River, transitioning to rural residential, recreation areas, and large tracts of forest and range land in the District's outer areas, as well as the cliffs and rocky shores of the Pacific Ocean. The land use authority for privately held land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 2,000 residents within the District, based on District estimates. According to the 2010 Census, there are 168 people residing in Albion and 117 people residing in Little River, both of which are 'census designated places.' The population of the District has increased slightly over the past 10-years. Large influxes of people occur during the summer tourism season and during the fishing season.

---

### Projected Growth and Development

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The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. The Highway 1 corridor through the District is visitor and tourism-based, which accounts for seasonal fluctuations in the number of people in the District at any given time. Some additional homesites may be developed through parcel maps and minor subdivisions.

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### Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities as part of this service review, including the location and characteristics of any such communities. A disadvantaged unincorporated community (DUC) is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide annual median.

Both Albion and Little River are 'census designated places' (CDPs). Little River is too small to generate economic data, but Albion has a median household income of \$12,394. Albion qualifies as a DUC because the median household income is less than 80% of the State median household income of \$61,632 (20.1%). It is assumed that Little River is also a DUC.

For A-LRFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's complaint logs, structural fire protection services to customers within Albion and Little River is considered to be satisfactory. A-LRFPD has an Insurance Service Office (ISO) rating of 6 within these two communities, which further demonstrates the Fire Department's ability to provide satisfactory service. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community.

## **FINANCING**

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Albion-Little River Fire Protection District and identifies the revenue sources currently available to the District.

A-LRFPD reports that current financing levels are marginally adequate to deliver services. The District is barely able to maintain its existing services; however, additional funding will be needed in the near future for construction of a modern main fire station, increased water supplies, and replacement of aged apparatus and equipment.

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### **Revenues**

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The primary revenue sources for the district are property tax revenues and an existing benefit assessment (property assessment). The district does not charge additional fees for services to residents or non-residents. A new benefit assessment (Measure M on the November 2014 ballot) required a two-thirds vote, and was approved with an 82.6% approval rate. This allows the District to charge \$75.00 per unit, ranging from a residence (one unit) up to several units for commercial uses. Timber and forest land is assessed at 30-acres per unit. Revenues from Measure M will begin to accrue with the 2015-2016 Fiscal Year.

Revenue sources and a three-year comparison are shown in Figure 43. Revenues over the past three fiscal years have fluctuated due to changes in property tax revenue and property assessment revenue, along with an increase in miscellaneous income in Fiscal Year (FY) 2011-2012.

**Figure 43: Three-year Revenues and Expenditures Comparison**

	FY 10-11	FY 11-12		FY 12-13	
<b>Revenues</b>					
Property Tax	\$75,618	49%	\$75,917	39%	\$39,327
Property Assessments	\$77,426	50%	\$82,640	43%	\$44,834
Interest Income	\$1,000	1%	\$1,206	1%	\$644
Other Government Funds	\$968	1%	\$977	1%	\$47,632
Miscellaneous Revenues	\$49	0%	\$32,256	17%	\$2,734
<b>Total Income</b>	<b>\$155,061</b>	<b>100%</b>	<b>\$192,996</b>	<b>100%</b>	<b>\$135,171</b>
<b>Expenses</b>					
Salaries-Wages & Benefits	\$5,960	5%	\$20,675	11%	\$23,581
Services & Supplies	\$92,642	72%	\$122,654	63%	\$129,321
Debt Service	\$0	0%	\$0	0%	0
Fixed Assets	\$19,673	15%	\$38,546	20%	\$7,454
Other Expenditures	\$11,035	9%	\$12,004	6%	\$5
<b>Total Expenses</b>	<b>\$129,310</b>	<b>100%</b>	<b>\$193,879</b>	<b>100%</b>	<b>\$160,361</b>
<b>Net Income (or Loss)</b>	<b>\$25,751</b>		<b>-\$883</b>		<b>-\$25,190</b>
Current Year Depreciation	\$ 50,422		\$ 50,448		
Accumulated Depreciation	\$ 483,578		\$ 534,000		

## Expenditures

Expenditures for A-LRFPD have fluctuated over the past three fiscal years, with annual increases in both salaries and Services & Supplies. These additional costs are attributed to payments to the volunteer firefighters for response to CALFIRE incidents, per District policy; and reimbursements to volunteer firefighters for 'out-of-pocket' expenses incurred while responding to emergency calls. Firefighters also receive family memberships for ambulance service (both air and ground).

The District is budgeting for, and plans to purchase fire apparatus, air breathing packs, and new turnouts on a 'pay as you go' basis, utilizing accrued funds.

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## Liabilities and Assets

---

The District does not have any long-term debt or liabilities. The District has a lease with the County of Mendocino for a 12,000 square foot station site (Station 812) with an adjacent 3-acre site as a picnic and recreation area. The lease is for \$1.00 per year and runs until 2021. The District also leases a station site (Station 815) for \$1.00 per year from The Conservation Fund. This lease runs until 2016. Station 810 and Station 813 are on land leased on a month-to-month basis.

The Mendocino County Auditor maintains the A-LRFPD's funds. The District's unreserved fund balance on June 30, 2012 (which can be considered to be a 'Reserve Account') totaled \$249,056. These funds are classified as 'unrestricted' and can be used for any purpose. The District also maintains a reserved fund balance for future fire station construction. As of June 30, 2012, a total of \$36,000 had been expended from this fund for planning and permitting for the new station, with \$18,739 remaining. (Refer to Exhibit A: District Balance Sheet, for details.)

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## Financing Efficiencies

---

The District does not participate in any joint powers authorities (JPAs), but does have a formal Automatic Aid Agreement with CALFIRE. As part of the County-wide Mutual Aid System, A-LRFPD is within Mutual Aid Zone 4 along with Comptche Community Services District, Mendocino Fire Protection District, Fort Bragg Rural Fire Protection District, Fort Bragg Fire Protection Authority, and Westport Volunteer Fire Company.

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## Fundraising

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The District derives around \$35,000 per year in fund-raising activities and donations. In the past, the District has sponsored a July Barbeque, an Abalone Feed, Firefest Concert, and Open House.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

---

The Albion-Little River Fire Department provides structural fire protection, wildland fire protection, emergency medical services to an emergency Medical Technician (EMT)/First Responder level, rescue and extrication, hazardous materials response to a first responder level, cliff and ocean rescues, and fire prevention. Fire prevention is provided in the form of code inspection in State Fire Marshal-mandated occupancies; voluntary continuing inspections of public and private property with the goal of improving fire safety and prevention in occupancies where there is no enforcement authority; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires under an Automatic Aid Agreement with CALFIRE.

Due to the wide variety of conditions within the District, the Fire Department responds to a diverse number of calls ranging from traffic collisions to ocean and cliff rescues.

Fire Department personnel undergo diverse training three hours each Wednesday, and at monthly specialized training for cliff rescue, rigging, auto extrication, structure, and wildland skills. Training sessions are rotated among the Department's fire stations. The Department also participates in County-wide training exercises.

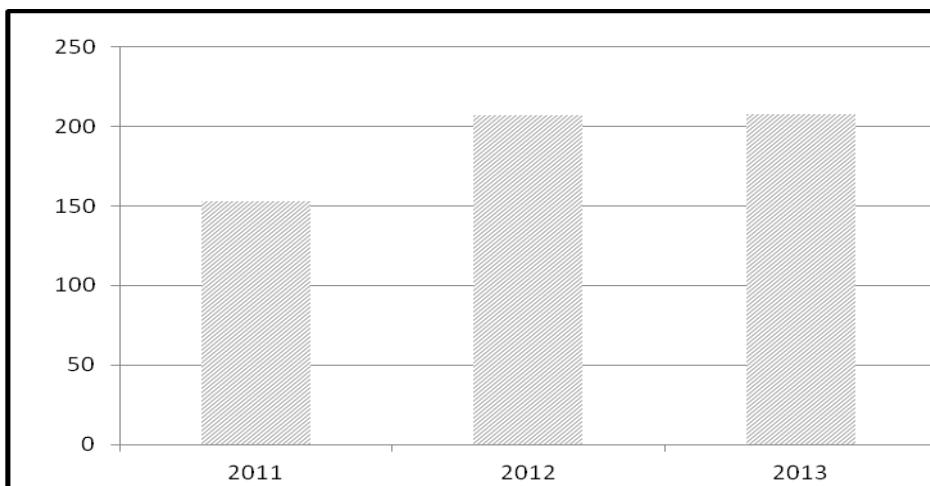
The Department is dispatched by CALFIRE. All firefighters are alerted by pagers, with back-up from the New Horizons cell tower near the airport.

#### **Demand for Services**

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As shown in Figure 44, the number of calls increased by 25% in 2012. The annual calls average about 205, with the majority of calls being medical response (80%). Of these, around 60 (35%) are generated by The Woods Retirement Community in Little River. Typically there are four structure fires and six vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

The Albion-Little River Fire Department reported that it barely had sufficient capacity to provide services to its current service area.

**Figure 44: Number of Calls by Year, 2011-2013**

## Infrastructure and Facilities

A-LRFD operates five fire stations. Station 811 (which is the only station on property owned by the District), is located at 32600 Albion Ridge Road. This is the District's primary station and is a two-bay structure with an upstairs training and storage room. This station has on-site water storage tanks and a fill pipe; however, there is no on-site septic system and would necessitate an adjacent land purchase, further depleting the District's funds. Station 810 is a two bay structure and is located on leased land behind the Albion Grocery Store off Albion Ridge Road at 33900 West Street. Station 812 is a three-bay structure with a shade structure for an additional engine. This station is located adjacent to the Little River Airport on property leased from the County of Mendocino at 43001 Little River Airport Road. This station has on-site water storage. Station 813 is a one-bay structure located at 30841 Middle Ridge Road, one-fourth of a mile west of Albion Ridge Road on property leased from a private owner. Station 815 is a one-bay structure at 30135 Navarro Ridge Road leased from The Conservation Fund. This station has on-site water storage. Stations 813 and 815 are basically 'sheds' that will need to be replaced.

The Department maintains and operates three Rescue Engines, one Type I Engine, one Type 2 Engine, three Type III Engines, two 2,00 gallon Water Tenders, one ocean/river boat, and two jet skis.

Water for fire protection is provided from the two tenders and re-supply water tanks at Stations 811, 812, and 815. Outside of these areas, the Fire Department must rely on engines with water storage capacity, and/or utilize ponds, swimming pools, or cisterns.

Ambulance service is provided from the Mendocino Coast Healthcare District hospital in Fort Bragg. Air ambulance service is provided by CalStar and REACH.



Primary Station    Station 811    32600 Albion Ridge Road    Albion

## Infrastructure Needs or Deficiencies

A-LRFPD reported that Station 811 is in good condition, but that the other four stations are small and need basic improvements. Long-term plans include station improvements and replacing all apparatus. This program will be implemented as funds from Measure M become available.

Currently, water supply for fire fighting is considered 'adequate' – however, additional water storage tanks in strategic locations would be very beneficial.

## Shared Facilities and Regional Collaboration

No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide (CALFIRE) and countywide mutual aid agreements.

A-LRFD conducts joint exercises with the Comptche Volunteer Fire Department, as well as County-wide training.

## Service Adequacy

While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. A-LRFPD was re-evaluated by ISO in 2014 and received a rating of 6, an improvement over the previous rating of 8. This improved rating is attributed to the District maintaining a fire station within 5-miles of all affected areas.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty percent of responses are medically related. Response times for the Albion-Little River Fire Department average 7-minutes in proximity to District stations, and 15 to 20 minutes in outlying areas.

Each fire station serves approximately 8 square miles. A-LRFD has approximately 14 firefighters per 1,000 residents.

The Fire Department Service Profile is presented in Figure 45.

**Figure 45: Albion-Little River Fire Protection District Profile**

<b>Fire Service Profile - Albion-Little River Fire Protection District</b>							
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>			
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year			
Fire Stations in District	5	Fire Suppression	Direct	Total Service Calls			
Main Station Location: Albion Ridge Road		Emergency Medical Service	Direct	% Emergency Medical Service			
Square Miles Served per Station <sup>1</sup>	8	Ambulance Transport	MCHD	% Fire/Hazardous Materials			
Total Staff <sup>2</sup>	28	Hazardous Materials	Direct	% False			
Total Paid Firefighters (in FTE)	0	Air Ambulance	CalStar & REACH	% Miscellaneous Emergency			
Total Volunteer Firefighters	28	Fire Suppression Helicopter	CALFIRE	% Non-Emergency			
Total Firefighters per Station <sup>3</sup>	6	Public Safety Answering Point	Sheriff	% Mutual Aid Calls			
Total Firefighters per 1,000 pop.	14	Fire/EMS Dispatch	CALFIRE	Calls per 1,000 population			
<b>Service Adequacy</b>		<b>Service Challenges</b>					
Response Time Base Year	2013	Invest in training younger firefighters only to see them move away. Specialized training such as cliff rescues and haz mat.					
Response Time (in minutes)	7	<b>Training</b>					
Maximum Response Time (in minutes)	15-20	Each Wednesday, plus specialized training once monthly.					
ISO Rating	6						
Notes:							
1) Primary service area (square miles) per station.							
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.							
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.							

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

1. There are approximately 2,000 residents within the Albion-Little River Fire Protection District boundary, based on District estimates. There are 168 people residing in Albion, and 117 in Little River.
2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

3. Both Albion and Little River are Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence. However, the Fire District provides satisfactory service to these two areas and fire protection is not an issue.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

4. The District's current facilities are not adequate, and new facilities need to be constructed. There is the possibility of upgrading stations as funding becomes available under Measure M; however, this will deplete the District's reserve funds and will not allow for replacement of apparatus and equipment.
5. The Fire Department does not have the capacity to adequately serve current demand within the 37 square mile District boundary. The existing structure engine is over 40-years old, and along with other aging apparatus needs to be replaced.
6. Water supply for fire fighting is available from fill tanks, but the outlying areas rely on tanker trucks. Additional water tanks at strategic locations would be beneficial.

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**Financial Ability of Agency to Provide Services**

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7. A-LRFPD reported that current financing levels are barely adequate to deliver services.
8. The District utilizes its reserves to balance expenditures with revenues from year to year.

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**Status and Opportunities for Shared Facilities**

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9. The District collaborates with other fire service providers through state and county mutual aid agreements.

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**Accountability for Community Services, Including Governmental Structure and Operational Efficiencies**

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10. A-LRFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors or the Fire District Board of Directors. The District should renew its efforts to identify more than one candidate for each Board position during an election year cycle so that voters within the District will be afforded a choice and an opportunity to vote.
11. The Volunteer Fire Department maintains a website, and District information such as Board agendas, audio recordings of meetings, and a calendar is posted. No district financial information is posted.
12. The District maintains a visible presence in the community, and participates in community activities and events.
13. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet**

Albion-Little River Fire Protection District  
Government Funds Balance Sheet and Statement of Net Assets  
June 30, 2012

	General Fund	Adjustments	Statement of Net Assets
<b>Assets</b>			
Cash and equivalents	\$ 290,417		\$ 290,417
Prepaid insurance		14,773	14,773
Land		125,683	125,683
Other property & equipment, net of accumulated depreciation		284,292	284,292
<b>Total Assets</b>	<b><u>\$ 290,417</u></b>	<b><u>\$ 424,748</u></b>	<b><u>\$ 715,165</u></b>
 <b>Liabilities</b>			
Accounts payable	\$ 2,622		\$ 2,622
<b>Total Liabilities</b>	<b><u>2,622</u></b>		<b><u>2,622</u></b>
 <b>Fund Balance/Net Assets</b>			
Fund Balances			
Reserved	38,739	\$ (38,739)	-
Unreserved	<u>249,056</u>	<u>(249,056)</u>	-
Total Fund Balance	<u>287,795</u>	<u>(287,795)</u>	-
Total liabilities and fund balance	<u>\$ 290,417</u>	<u>(290,417)</u>	-
Net Assets			
Invested in capital assets		424,748	424,748
Restricted			38,739
Unrestricted			249,056
Total Net Assets			712,543
<b>Total Liabilities and Net Assets</b>		<b><u>\$ (441,259)</u></b>	<b><u>\$ 715,165</u></b>

## COMPTCHE COMMUNITY SERVICES DISTRICT

### **1. AGENCY OVERVIEW**

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The Comptche Community Services District (CCSD or District) is the umbrella agency for the Comptche Volunteer Fire Department (CVFD). CVFD is a small rural fire agency serving the rural hamlet of Comptche and the surrounding area. The District is located inland from the Pacific Coast and southeast of Fort Bragg. (Refer to Figure 1: Mendocino County Fire Protection Services) The Volunteer Fire Department provides structural fire protection, emergency medical response, vehicle rescue and extrication, and wildland fire protection response as a first responder. This is the first municipal service review (MSR) for CCSD/CVFD.

### **FORMATION**

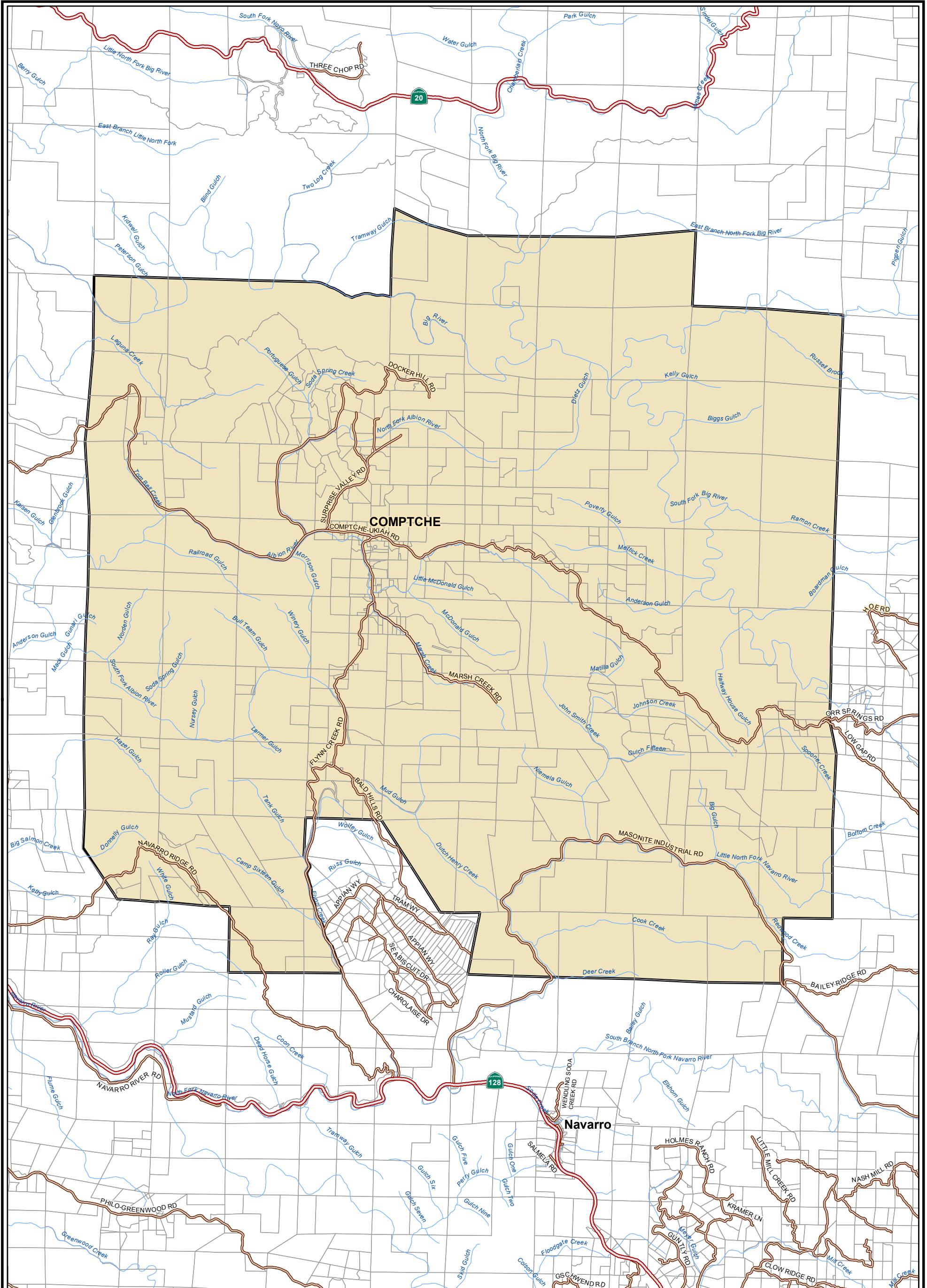
The Comptche Community Services District was formed by the Mendocino County Board of Supervisors and Mendocino LAFCo on May 3, 1989. The Volunteer Fire Department was organized in November of 1964 and remains an all-volunteer department.

The principal act that governs the District is the State of California Community Services District Law, Government Code Section 61000 et seq.

### **BOUNDARY**

The CCSD comprises 86.6 square miles (55,445 acres) centered on the unincorporated community of Comptche. The District is located inland from the Pacific Ocean, and is adjacent and east of both the Mendocino Fire Protection District and the Albion-Little River Fire Protection District; with the Anderson Valley Community Services District to the south. Lands to the east of the District are not within any fire district and are classified as State Responsibility Area (SRA). (Refer to Figure 1)

The District is centered around the hamlet of Comptche and provides services along Comptche-Ukiah Road, Flynn Creek Road, Marsh Creek Road, Bald Hills Road, Docker Hill Road, and Surprise Valley Road. The District is also responsible for an area in the southern portion of the District along Masonite Industrial Road that is only accessible from Flynn Creek Road and Dutch Henry Creek Road, or via Flynn Creek Road and State Route 128 near Navarro. (Refer to Figure 41: Comptche Community Services District Map)



## Comptche Community Service District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

Comptche CSD  
Parcels

Highways  
Roads  
Streams

0.5 0.25 0 0.5 1 Miles



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## Extra-territorial Services

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The Comptche Volunteer Fire Department does not provide services outside its district boundary to other agencies by contract, but does maintain Mutual Aid Agreements with the neighboring fire districts of Mendocino Fire Protection District, Albion-Little River Fire Protection District, and Anderson Valley Community Services District; and the California Department of Forestry and Fire Protection (CALFIRE) for wildland fire incidents. The CVFD has responded to calls outside the District boundary including Orr Hot Springs Resort (not within any fire district).

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## Unserved Areas

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There is a corridor area south and outside of the District and along State Route 128 and the Navarro River that is unserved. However, this area is more likely to be served by Albion-Little River Fire Protection District or Anderson Valley Community Services District.

The aforementioned Masonite Industrial Road area is difficult to serve.

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Comptche Community Services District was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Comptche Community Services District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for CCSD. Currently, all five of the board members were last appointed by the Mendocino Board of Supervisors, two in November 2013, and three in November 2015. There have been no contested elections in the past five years. Current Board Member names, positions, and term expiration dates are shown in Figure 42.

**Figure 42: Comptche Community Services District Governing Body**

<b>Comptche Community Services District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	James Sibbet, Chairperson			
<b>Address:</b>	8491 Flynn Creek Road (PO Box 359) Comptche CA 95427			
<b>Telephone:</b>	707-937-0760			
<b>Email/website:</b>	sibbet@mcn.org      None			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
James L. Sibbet	Chair	November 2019	Appointed	4 years
Larry MacDonald	Vice Chair	November 2017	Appointed	4 years
Carol Ann Baker	Secretary	November 2019	Appointed	4 years
Michael Schaeffer	Treasurer	November 2019	Appointed	4 years
Joel S. Holmes	Director	November 2017	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	First Thursday of each month at 7:00 PM			
<b>Location:</b>	Fire Station 820 8491 Flynn Creek Road Comptche			
<b>Agenda Distribution:</b>	Posted at the Comptche store and post office			
<b>Minutes Distribution:</b>	Available by request.			

The Board conducts regular meetings once per month at the Fire Station. Board meeting agendas are posted at the Comptche store, and the Comptche post office. Minutes are available upon request.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas), the District and the Volunteer Fire Department reaches its constituents through community outreach.

The District does not have a website.

Complaints to the District are handled on a direct basis by either the Board Chair or the Fire Chief. The District reported that it has received zero complaints over the past few years.

CCSD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Comptche Volunteer Fire Department has one Chief, two Assistant Chiefs, and 20 Volunteer Firefighters (of which three are also trained Emergency Medical Technicians (EMTs). In addition, one Volunteer Firefighter serves as the training officer. All volunteers are part of the Fire Department and do not receive remuneration for their services. Volunteers are evaluated as part of the weekly training sessions which are held each Tuesday. Firefighters also attend academy classes, EMT training, and additional weekend drills during the year.

The Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, CVFD does informally review the best practices of other fire agencies.

The District's financial planning efforts include an annually adopted budget and an annual audited financial statement. Capital improvement needs are generally planned in the budget. Audits are prepared by Michael Celentano, CPA. The most recent audit is for Fiscal Year 2013-2014.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 86.6 square miles, with a service area of approximately 100 square miles. The District contains a variety of land uses including rural residential and 'ranchettes,' with limited commercial development in the hamlet of Comptche. Orchards, vineyards, cannabis grows, and grazing land comprise agricultural land uses. Large tracts of forest and range land are predominate in the District's outer areas. The land use authority for land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 600 residents within the District, based on District estimates. According to the 2010 Census, there are 159 people residing in the hamlet of Comptche, which is a 'census designated place.'

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### Projected Growth and Development

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The District reports that it anticipates marginal growth within its boundaries in the next few years because existing land use patterns have been unchanged, and little if any new development is ~~not~~ anticipated. It is possible that the District will see a reduced population due to aging and out-migration.

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### Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide median household income.

The primary community within the District is Comptche, a 'census designated place' (CDP). The Comptche CDP does not qualify as a DUC because the median household income is greater than 80% of the State median household income of \$61,632. For Comptche, the median household income in 2014 was \$83,750 (or 135.9% of the State median household income) according to the US Census American Community Survey.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Comptche Community Services District and identifies the revenue sources currently available to the District.

CCSD reports that current financing levels are barely adequate to deliver services. The District is in fair financial condition and has identified apparatus replacement as a priority but lacks proper funding toward that end. The District is concerned about the increased costs for training and additional government regulations, both of which are becoming deterrents for recruiting new volunteers and for the future sustainability of the Fire Department.

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### Revenues

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The primary revenue sources for the District are property tax revenues and the benefit assessment (property assessment). Fund-raisers are the responsibility of the Fire Department and the Fire Auxiliary. The District does not charge additional fees for services to residents. Even though the District was formed after 1978 (Proposition 13), the District is allocated a share of the One Percent Ad Valorum Property Tax. An additional property assessment (special tax) was approved by District voters in 1995 and charges an annual fee of \$10 per parcel, \$40 per dwelling unit with a kitchen, and \$40 for commercial uses. These fees have not changed since 1989.

Revenue sources and a three-year comparison are shown in Figure 43. Revenues over the past three fiscal years have increased, with a large increase in Fiscal Year (FY) 2012-2013 from State reimbursements for services rendered to the California Department of Forestry and Fire Protection (CALFIRE).

If lack of revenue becomes an issue, the District would consider a new property assessment (special tax) ballot measure, which requires a two-thirds approval. Options for a new special tax are not good because of recent State mandated fees for 'fire prevention.' The District is looking to the County of Mendocino for a share of Proposition 172 funds to cover basic needs.

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### Expenditures

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The District and the 'all volunteer' Fire Department spends no monies on employee salaries or fringe benefits. Expenditures for CCSD have fluctuated over the past three fiscal years, and usually balance out over a longer period. Refer to Figure 43 for details.

The District has budgeted for and purchased fire apparatus on a 'pay as you go' basis, utilizing accrued funds and Federal grants.

**Figure 43: Three-year Revenues and Expenditures Comparison**

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$10,307	41%	\$11,276	39%	\$11,209	20%
Property Assessments	\$14,924	59%	\$15,213	52%	\$15,415	27%
Interest Income	\$46	0%	\$22	0%	\$14	0%
Other Government Funds	\$117	0%	\$2,477	9%	\$29,793	53%
Miscellaneous Revenues	\$46	0%	\$22	0%	\$15	0%
<b>Total Income</b>	<b>\$25,440</b>	<b>100%</b>	<b>\$28,995</b>	<b>100%</b>	<b>\$56,446</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$0	0%	\$0	0%	\$0	0%
Services & Supplies	\$15,702	54%	\$14,662	58%	\$16,977	39%
Debt Service	\$0	0%	\$0	0%	0	39%
Fixed Assets	\$18	0%	\$0	0%	\$19,373	45%
Other Expenditures	\$13,123	45%	\$10,750	42%	\$7,177	16%
<b>Total Expenses</b>	<b>\$28,843</b>	<b>100%</b>	<b>\$25,412</b>	<b>100%</b>	<b>\$43,527</b>	<b>100%</b>
<b>Net Income (or Loss)</b>	<b>-\$3,403</b>		<b>\$3,583</b>		<b>\$12,919</b>	
Current Year Depreciation					\$ 16,658	
Accumulated Depreciation			\$ 379,264		\$ 395,922	

## Liabilities and Assets

The District does not have any long-term debt or liabilities.

The District's fund balance on June 30, 2014 (which can be considered to be a 'Reserve Account') totaled \$30,009. These funds are classified as 'unrestricted' and can be used for any purpose. (Refer to Exhibit A: District Balance Sheet for details.)

## Financing Efficiencies

The District participates in one joint powers authority (JPA), the Golden State Risk Management Authority (GSRMA). The JPA's purpose is to provide economical coverage for workers compensation and employer's property and liability coverage.

The District also has mutual aid agreements with neighboring fire agencies within Mutual Aid Zone 4 which includes Albion-Little River Fire Protection District, Mendocino Fire Protection District, Fort Bragg Rural Fire Protection District, and Westport Volunteer Fire Department.

## Fundraising

Fund-raisers are sponsored by the Comptche Volunteer Fire Department and the Comptche Fire Auxiliary and consist of an annual chicken BBQ, a golf tournament, and periodic breakfasts; which generate \$20,000 to \$25,000 per year. These funds are utilized to upgrade equipment.

## **2. MUNICIPAL SERVICES**

### **FIRE SERVICES**

#### **Service Overview**

The Comptche Volunteer Fire Department provides structural fire protection, emergency medical services to an emergency Medical Technician (EMT)/First Responder level, rescue and extrication, and fire prevention. The Fire Department responds to wildland fires to a 'first responder' level under a Mutual Aid Agreement with CALFIRE.

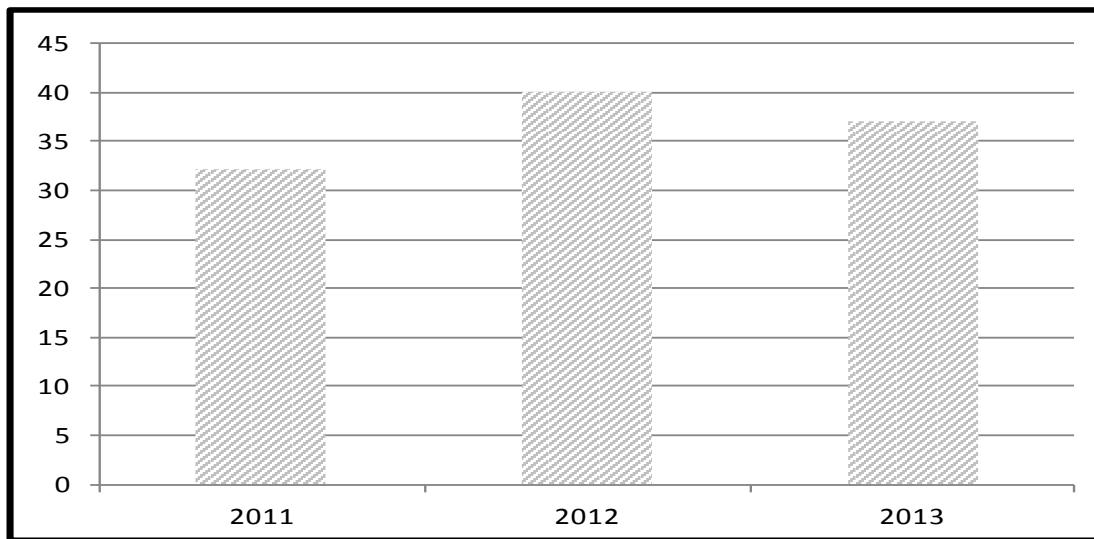
Fire Department personnel undergo diverse training two hours each Tuesday, and at additional weekend training sessions. The Department also participates in County-wide training exercises, and sends volunteer firefighters to academy classes and EMT training sessions.

The Department is dispatched by CALFIRE. All firefighters are alerted by pagers.

#### **Demand for Services**

As shown in Figure 44, the number of calls have increased slightly over the past three years. The annual calls average about 36, with the majority of calls being medical response to traffic accidents and other medical service responses (85%). Fifteen percent of the calls are fire or hazardous materials-related.

**Figure 44: Number of Calls by Year, 2011-2013**



The Comptche Volunteer Fire Department reported that it generally had sufficient capacity to provide services to its current service area, and to assist other fire departments through mutual aid.

## Infrastructure and Facilities

CVFD operates one main fire station located at 8491 Flynn Creek Road; approximately 0.5 miles south of the Comptche-Ukiah Road – Flynn Creek Road intersection. The Main Station was constructed in 1976 and has expanded through the years to a 7,500 square foot facility with three apparatus bays (two engines each); plus a meeting/training room, kitchen, bathroom, shop, and storage area.

The Department maintains and operates one rescue truck (used for rescue and emergency medical calls), one command vehicle, one Type 1 Structure Engine, three Type 3 Wildland Fire Engines, and two Water Tenders (1,800 gallon capacity each).

Water for fire protection provided by on-board tanks on each engine, the water tenders, and a 2,500 gallon portable 'fold-a-tank'. There is no water system/hydrant system within the District. The Fire Department must rely on engines with water storage capacity; and/or utilize an on-site storage tank, local ponds and streams, or occasional local water storage tanks.

Ambulance service is provided by the Mendocino Coast Healthcare District hospital in Fort Bragg. Air ambulance service is provided by CalStar and REACH.



Main Fire Station Station 820 8491 Flynn Creek Road Comptche

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## Infrastructure Needs or Deficiencies

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CVFD reported that the Main Station is in 'good' condition but is operating at capacity.

The District would like to replace its older apparatus, especially a 1978 Type 3 Wildland Engine.

Currently, water supply for fire fighting is considered 'marginally adequate' – however, additional water storage tanks in strategic locations would be very beneficial.

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## Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide (CALFIRE) and countywide mutual aid agreements.

The Fire Department did not identify any future opportunities for facility sharing.

The District participates in joint training exercises with other fire departments, and is involved in the Mendocino Fire Plan through the Fire Safe Council.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. CVFD has an ISO rating of 6Y, and most areas of the District are within 5-miles of the fire station.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty-five percent of responses are medically related. Response times for the Comptche Volunteer Fire Department range from 5-minutes to 45-minutes.

The Fire Department Service Profile is presented in Figure 45.

**Figure 45: Comptche Volunteer Fire Department Profile**

Fire Service Profile - Comptche Community Services District							
District Resource Statistics		Service Configuration		Service Demand			
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year			
Fire Stations in District	1	Fire Suppression	Direct	Total Service Calls			
Main Station Location: Comptche		Emergency Medical Service	Direct	% Emergency Medical Service			
Square Miles Served per Station <sup>1</sup>	87	Ambulance Transport	MCHD	% Fire/Hazardous Materials			
Total Staff <sup>2</sup>	23	Hazardous Materials	County OES	% False			
Total Paid Firefighters (in FTE)	0	Air Ambulance	REACH, CalStar	% Miscellaneous Emergency			
Total Volunteer Firefighters	23	Fire Suppression Helicopter	CalFire	% Non-Emergency			
Total Firefighters per Station <sup>3</sup>	23	Public Safety Answering Point	Sheriff	% Mutual Aid Calls			
Total Firefighters per 1,000 pop.	N.A.	Fire/EMS Dispatch	CalFire	Calls per 1,000 population			
Service Adequacy		Service Challenges					
Response Time Base Year	2013	Maintaining volunteer first responders. Masonite Industrial Road area -- southern District area. Water supply in outlying areas.					
Response Time (in minutes)		<b>Training</b>					
Maximum Response Time (in minutes)	45 minutes	Weekly with extra training on some weekends; classes and joint training sessions with other districts.					
ISO Rating	6Y						
Notes:							
1) Primary service area (square miles) per station.							
2) Total all volunteer staff includes firefighters, emergency medical personnel, and administrative personnel.							
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.							

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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1. There are approximately 600 residents within the Comptche Community Services District boundary, based on District estimates. There are 159 people residing in the hamlet of Comptche.
2. The population of the District has increased somewhat over the past few years, and is marginally expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The District's current facilities are adequate, but are operating at capacity.
5. The Fire Department has the capacity to adequately serve current demand within the 87 square mile District boundary, and is able to assist adjoining fire districts through mutual aid as long as volunteer firefighter membership can be maintained.
6. Water supply for fire fighting is limited to apparatus with water tank capability. Additional water tanks at strategic locations throughout the District would be beneficial.

#### **Financial Ability of Agency to Provide Services**

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7. CCSD reported that current financing levels are barely adequate to deliver services.

8. If lack of revenue becomes an issue, the District would consider a new property assessment (special tax) ballot measure, which requires a two-thirds approval. However, options for a new special tax are not good because of recent State mandated fees for 'fire prevention.' The District is looking to the County of Mendocino for a share of Proposition 172 funds to cover basic needs.

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#### **Status and Opportunities for Shared Facilities**

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9. The Department collaborates with other fire service providers through state and county mutual aid agreements.

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#### **Accountability for Community Services, Including Governmental Structure and Operational Efficiencies**

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10. CCSD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. All Board vacancies are publically posted in advance and public participation is always welcome.

11. The District and the Volunteer Fire Department do not have a website.
12. The District maintains a community presence at its Main Fire Station.
13. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet**

COMPTCHE COMMUNITY SERVICES DISTRICT  
STATEMENT OF NET POSITION AND GOVERNMENTAL FUNDS BALANCE SHEET  
JUNE 30, 2014

	General Fund	Adjustments Note 4	Statement of Net Assets
<b>ASSETS</b>			
Cash	\$ 31,414		\$ 31,414
Land - Note 2		271,027	271,027
Other capital assets, net of accumulated depreciation - Note 2	-	225,810	225,810
Total Assets	<u>\$ 31,414</u>	<u>496,837</u>	<u>528,251</u>
<b>LIABILITIES</b>			
Accounts payable	\$ 1,405	-	1,405
Total Liabilities	<u>1,405</u>	<u>-</u>	<u>1,405</u>
<b>FUND BALANCE / NET POSITION</b>			
Fund balances			
Unassigned	30,009	(30,009)	-
Total Fund Balances	<u>30,009</u>	<u>(30,009)</u>	<u>-</u>
Total Liabilities and Fund Balances	<u>\$ 31,414</u>	<u>(30,009)</u>	<u>-</u>
Net Position			
Investment in capital assets		496,837	496,837
Unrestricted	30,009	30,009	30,009
Total Net Position	<u>\$ 526,846</u>	<u>\$ 526,846</u>	

## ELK COMMUNITY SERVICES DISTRICT

### **1. AGENCY OVERVIEW**

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The Elk Community Services District (ECSD, Elk CSD or District) is the local government agency responsible for fire and emergency services within the District's boundary. The District is located along the Pacific Coast between Mendocino and Point Arena, and includes the village of Elk (once known as Greenwood) and surrounding areas. (Refer to Figure 1: Mendocino County Fire Protection Services) Under the Elk CSD umbrella, the non-profit 501(c)(3) Elk Volunteer Fire Department (EVFD) provides essential staffing and training for structural fire protection, wildland fire protection, emergency medical response including basic life support (BLS) ambulance services, vehicle rescue and extrication, and other public safety services. This is the first municipal service review (MSR) for ECSD.

### **FORMATION**

The Elk Community Services District was formed by the Mendocino County Board of Supervisors and Mendocino LAFCo on April 3, 1990 following an election approving formation of the District.

The Volunteer Fire Department was organized in 1956 following a fire which destroyed the Greenwood Hotel and the L.E. White Company Store. Informally, the Elk County Water District (a very small agency located only in the village of Elk) had provided fire and emergency services prior to the 1990 formation of the Elk CSD. The Elk VFD had operated under the umbrella of the Elk County Water District from 1956 until 1990. Upon formation of the Elk Community Serviced District in 1990, the EVFD became affiliated with the District. EVFD remains an all-volunteer department.

The principal act that governs the District is the State of California Community Services District Law, Government Code Section 61000 et seq.

### **BOUNDARY**

The ECSD comprises 57 square miles (36,527 acres) centered on the unincorporated community of Elk. The District is located adjacent to the Pacific Ocean between State Route 128 and the Navarro River on the north, and Irish Beach on the south.

State Highway 1 traverses the District in a north-south direction adjacent to the Coast for approximately 15-miles, and is the primary transportation route in the area. ECSD is adjacent to the Albion-Little River Fire Protection District on the north; Anderson Valley Community Services District to the east; and Redwood Coast Fire Protection District to the south. (Refer to Figure 1)

The District extends ten miles inland from the Coast where it adjoins Anderson Valley Community Services District. (Refer to Figure 1)

The District is centered around the village of Elk, and provides services along the Highway 1 corridor. The District is also responsible for the Cameron Road and Philo-Greenwood Road area, and Cliff Ridge Road. (Refer to Figure 46: Elk Community Services District Map)

There have not been any annexations or detachments since the District was formed.

EVFD also provides fire protection and emergency medical services to Greenwood State Beach and portions of the Navarro River Redwoods State Park (and the associated Navarro River Estuary State Marine Conservation Area). The Navarro River Redwoods State Park lands parallel the Navarro River and State Highway 128; although this segment of Highway 128 is not within the District boundary. (Refer to Figure 46) The Albion-Little River Fire Protection District provides out-of-agency service to this area, and it may be appropriate to expand that District's Sphere of Influence to include the Highway 128 corridor. (Refer to Figure 1 and the Albion-Little River Fire Protection District MSR chapter).

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## Extra-territorial Services

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The Elk Community Services District does not provide services outside its district boundary to other agencies by contract, but does maintain Mutual Aid Agreements with the neighboring fire districts of Mendocino Fire Protection District, Albion-Little River Fire Protection District, Comptche Community Services District, Redwood Coast Fire Protection District, and Anderson Valley Community Services District; in addition to the California Department of Forestry and Fire Protection (CALFIRE) for wildland fire incidents.

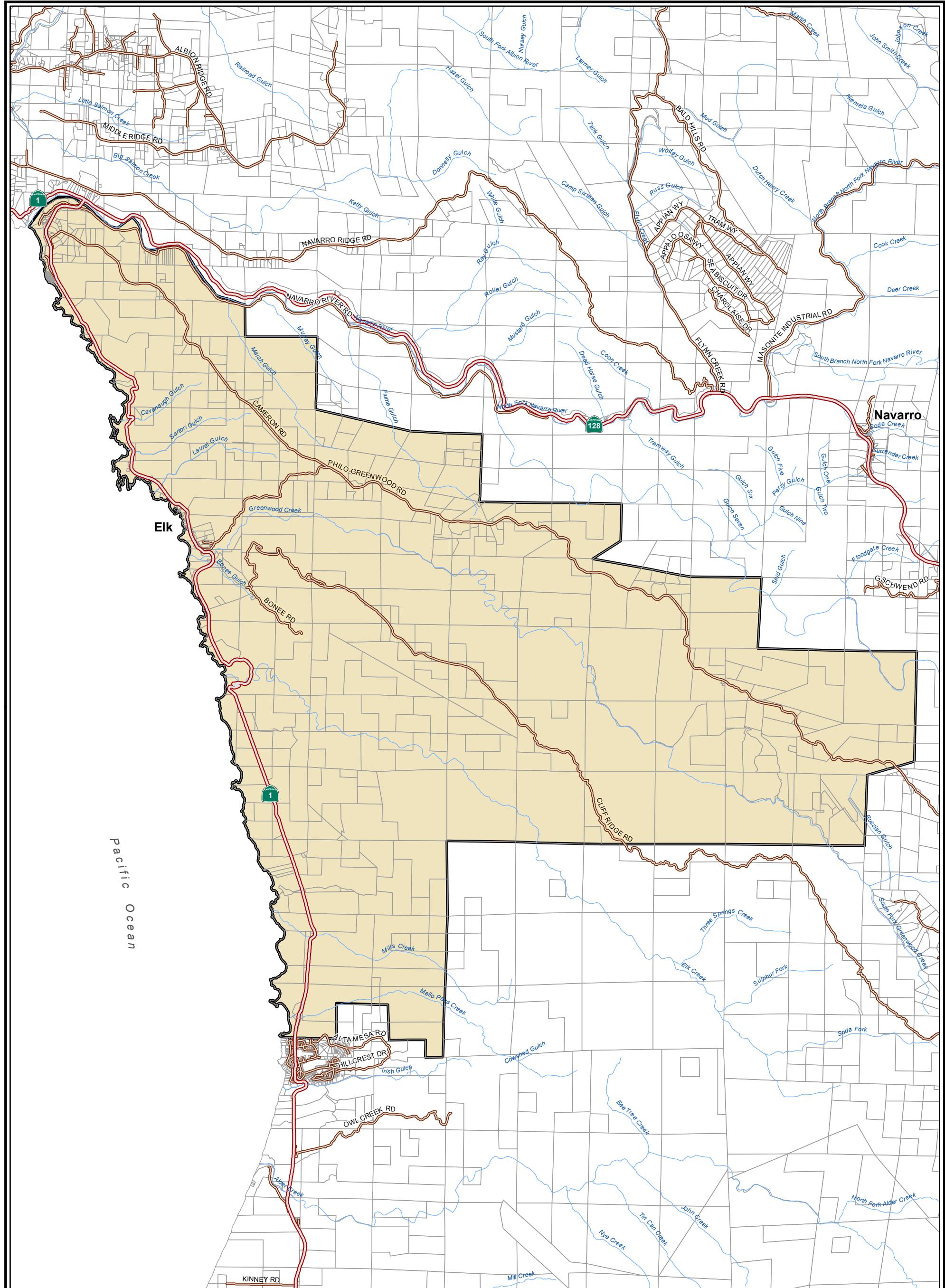
The Elk CSD/EVFD responds to calls outside the District boundary including mutual aid calls dispatched by CALFIRE.

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## Unserved Areas

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There are no unserved areas within the District boundary.



## Elk Community Services District

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

- Elk CSD
- Highways
- Roads
- Streams
- Parcels

0.5 0.25 0 0.5 1 Miles



## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Elk Community Services District was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Elk Community Services District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election. Currently, three Board Members were elected in November 2013, and two Board Members were appointed by the Mendocino Board of Supervisors in November 2015. In the November 2013 election, there were five candidates for three positions with 334 voters casting ballots. Current Board Member names, positions, type of selection, and term expiration dates are shown in Figure 47.

The Board conducts regular meetings once per month at the Fire Station which is part of the Greenwood Community Center. Board meeting agendas are posted at the community center, Elk Store, Elk Garage, and the post office. Minutes are available upon request.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas), the District and the Volunteer Fire Department reaches its constituents through community outreach and a number of community activities and events. The District is also sponsoring incident command training for local residents to become community leaders in addressing emergency incidents.

**Figure 47: Elk Community Services District Governing Body**

<b>Elk Community Services District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Ben MacMillan, Board President			
<b>Address:</b>	6129 S Highway 1 (PO Box 1) Elk CA 95432			
<b>Telephone:</b>	707-877-1776			
<b>Email/website:</b>	macs@mcn.org www.elkweb.org			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Ben MacMillan	President	November 2017	Elected	4 years
Ed Oliveira	VP/Treasurer	November 2017	Elected	4 years
Robert 'Bob' Matson	Director	November 2019	Appointed	4 years
Michael 'Mike' Powers	Director	November 2017	Elected	4 years
Lucien E. Long	Director	November 2019	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Second Thursday of each month at 7:00 PM			
<b>Location:</b>	Fire Station at the Greenwood Community Center 6129 S Highway 1 Elk			
<b>Agenda Distribution:</b>	Posted at the Greenwood Community Center, Elk Store, Elk Garage, and Elk Post Office			
<b>Minutes Distribution:</b>	Available by request.			

Elk has a community website ([www.elkweb.org](http://www.elkweb.org)) which includes sections for the Community Services District and the Volunteer Fire Department. Basic contact information is provided; however, the District does not post agendas, minutes, budget and audit financial information, or rules and regulations. The Volunteer Fire Department provides a roster of volunteer firefighters, but no statistical information.

The District maintains written procedures for addressing grievances. The District reported that it has received zero complaints in recent years.

ECSD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Elk Volunteer Fire Department has one Chief (who is also the Communications Officer), three Assistant Chiefs, and 11 Volunteer Firefighters. Of the 15 total personnel, five are also trained Emergency Medical Technicians (EMTs). One Assistant Chief also serves as the Vehicle Officer, and one Firefighter/EMT serves as the Medical Officer and Skills Trainer. All volunteers are part of the Fire Department and do not receive remuneration for their services. Volunteers are evaluated as part of the bi-monthly training sessions which are held on the first and third Thursdays at the Firehouse. Firefighters have also volunteered for extra training and skill development to qualify them to serve as a 'Strike Team' to respond to wildfires.

Due to the aging population within the District, volunteers are becoming harder to recruit. The most challenging position to fill is EMT, and the Department recently went from nine EMTs on staff to five EMTs. With the lengthy training time required, filling EMT positions is the most difficult, along with Firefighter I positions.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, EVFD does informally review the best practices of other fire agencies.

The District's financial planning efforts include an annually adopted budget and a semi-annual audited financial statement. Capital improvement needs are generally planned in the budget. Audits are prepared by Rick Bowers, CPA. The most recent audit is for Fiscal Year 2013-2014.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 57 square miles, which is the same as the service area. The District contains a variety of land uses including rural residential and 'ranchettes,' and limited commercial development in the village of Elk along with tourist-oriented businesses. Row crops and grazing land comprise agricultural land uses along the Coast. Large tracts of forest and range land are predominate in the District's easterly areas. The land use authority for land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 450 residents within the District, based on District estimates and according to the 2010 Census demographic profile based on zip codes. Elk is not a 'census designated place;' therefore more detailed population data is not available. The District reports that seasonal tourism can increase the visitor population by as much as 500 per day; and that annual events like 'Great Day in Elk' can draw up to 1,500 participants.

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### Projected Growth and Development

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The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. Any potential development is likely to occur within the Highway 1 Corridor.

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### Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide median household income.

Based on 2010 Census demographic information related to zip codes, Elk has a median household income of \$32,431 (or 52.6% of the State median household income of \$61,632).

For EVFD, one of the three basic services – structural fire protection – is provided. Based on an evaluation of Fire Department operations and a review of service calls, structural fire protection services to customers within the ECSD are considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Elk Community Services District and identifies the revenue sources currently available to the District.

ECSD reports that current financing levels are inadequate to deliver services and to address essential priorities including:

- Training;
- Recruitment;
- Facilities including a new main fire station and satellite stations; and
- Equipment including the replacement of a 50-year old Type I engine used for structure fires.

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### Revenues

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The primary revenue sources for the District are property tax revenues, a special tax (property assessment), and charges for services. Even though the District was formed after 1978 (Proposition 13), the District is allocated a share of the One Percent Ad Valorum Property Tax. An additional special tax was approved by District voters in 1997 (replacing the former benefit assessment). This special tax charges an annual fee of \$0.04 per square foot of residential dwellings, \$0.06 per square foot for commercial space, and \$0.02 for other structures and satellite buildings. In addition, the District collects revenues for providing services, which in Fiscal Year (FY) 2012-2014 amounted to 44% of total revenues. These 'service' revenues are reimbursements from State and Federal sources for providing fire Strike Team equipment and personnel.

Revenue sources and a three-year comparison are shown in Figure 48. Revenues over the past three fiscal years have increased, with a large increase in FY 2012-2013 from Strike Team reimbursements from CALFIRE under a California Fire Assistance Agreement (CFAA).

**Figure 48: Three-year Revenues and Expenditures Comparison**

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$33,136	44%	\$33,609	40%	\$33,728	26%
Property Assessments	\$25,589	34%	\$25,528	30%	\$25,616	20%
Charges for Services	\$3,763	5%	\$5,808	7%	\$57,800	45%
Property Owner Contributions	\$500	1%	\$750	1%	\$10,450	8%
Interest Income	\$249	0%	\$214	0%	\$185	0%
Other Government Funds	\$542	1%	\$359	0%	\$360	0%
Miscellaneous Revenues	\$10,818	15%	\$18,373	22%	\$0	0%
<b>Total Income</b>	<b>\$74,597</b>	<b>100%</b>	<b>\$84,641</b>	<b>100%</b>	<b>\$128,139</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$0	0%	\$0	0%	\$0	0%
Services & Supplies	\$42,085	59%	\$50,405	89%	\$94,983	82%
Debt Service	\$11,595	16%	\$5,925	11%	\$4,023	3%
Fixed Assets	\$17,057	24%	\$0	0%	\$17,034	15%
Other Expenditures	\$0	0%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$71,101</b>	<b>100%</b>	<b>\$56,330</b>	<b>100%</b>	<b>\$116,040</b>	<b>100%</b>
<b>Net Income (or Loss)</b>	<b>\$3,496</b>		<b>\$28,311</b>		<b>\$12,099</b>	
Current Year Depreciation					\$ 22,000	
Accumulated Depreciation					\$ 247,719	

## Expenditures

Expenditures for ECSD have fluctuated over the past three fiscal years due to increased costs for services and supplies, and expenditures for fixed assets, including a Water Tender in 2013.

Even though EVFD is an 'all volunteer' Fire Department, the District and individual firefighters are reimbursed directly under the CFAA. Upon receipt of payment, the District (acting as an employer) then pays the firefighters and the District is responsible for payment of payroll taxes on the reimbursements.

Revenues have exceeded expenditures over the past three fiscal years, allowing the District to build up its reserve account. Refer to Figure 48 for details.

## Liabilities and Assets

The District has one long term liability, a bank note from Savings Bank of Mendocino County for \$71,945 taken out in 2013. The loan has a monthly payment of \$1,340.96 at 4.5% interest. It will be paid off in March 2018.

The District's fund balance on June 30, 2014 totaled \$143,503. Of these funds, \$80,000 is a 'contingency reserve' while the remainder is not specified. (Refer to Exhibit A: District Balance Sheet for details.)

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## Financing Efficiencies

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The District participates in one joint powers authority (JPA), the Golden State Risk Management Authority (GSRMA). The JPA's purpose is to provide economical funding for workers compensation and employers liability coverage.

The District also has mutual aid agreements with neighboring fire agencies within Mutual Aid Zone 4 which includes Albion-Little River Fire Protection District, Mendocino Fire Protection District, Fort Bragg Rural Fire Protection District, Comptche Community Services District, and Westport Volunteer Fire Department.

In addition, the District has a local government 'Assistance for Hire' agreement with CALFIRE, which is renewed annually.

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## Fundraising

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The Fire Department holds an annual Summer BBQ in August to raise funds for fire equipment and department operations. This event raises around \$12,000.

## **2. MUNICIPAL SERVICES**

### **FIRE SERVICES**

#### **Service Overview**

Operating under the Elk CSD umbrella, the Elk Volunteer Fire Department provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, BLS ambulance service, and fire prevention, and public safety services. Fire prevention includes continuing inspections of public and private property; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires to a 'first responder' level under a Mutual Aid Agreement with CALFIRE.

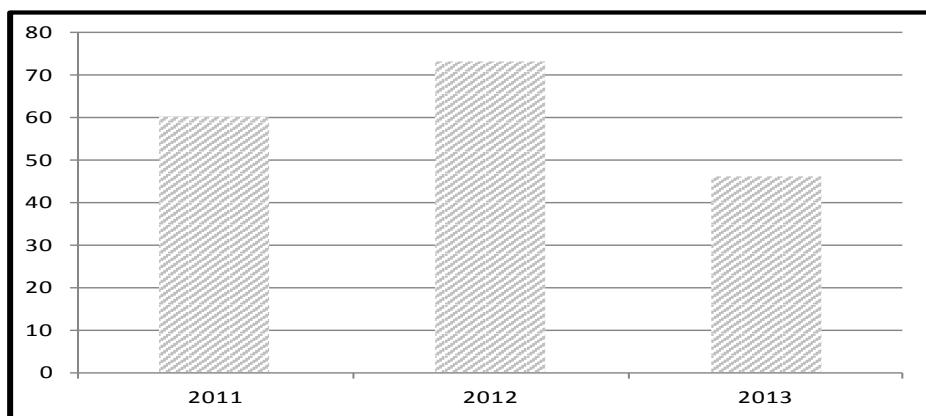
Fire Department personnel undergo diverse training at bi-monthly training sessions which are held on the first and third Thursdays at the Firehouse. Firefighters have extra training on some weekends for 'Strike Team' training. The Department also participates in County-wide and Mutual Aid training exercises.

The Department is dispatched by CALFIRE. All firefighters are alerted by pagers.

#### **Demand for Services**

As shown in Figure 49, the number of calls have increased slightly over the past three years. The annual calls average about 60 with the majority of calls being medical service responses (55%). Fifteen percent of the calls are fire or hazardous materials-related. Typically there are 3 structure fires and 12 vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 49: Number of Calls by Year, 2011-2013**



The Elk Volunteer Fire Department reported that it is experiencing a declining capacity to provide services to its current service area, and to assist other fire departments through mutual aid.

## Infrastructure and Facilities

The Elk CSD operates one main fire station which is leased from the Elk County Water District, and is located at 6129 South Highway 1 at the Greenwood Community Center; and three minor garage-type buildings where single engines are housed. Property for the Main Station was acquired in 1971 and an initial firehouse was constructed. Additions were subsequently constructed, with a current fire station of approximately 2,000 square feet with three single apparatus bays and an ambulance bay; plus an office/meeting/training room (250 square feet), small shop, and storage area.



Main Fire Station The Skilton/McKnight Station 6129 S Highway 1 Elk

The Department maintains and operates two rescue trucks, one ambulance, one Type 1 Structure Engine, two Type 3 Wildland Fire Engines, two Water Tenders (1,500 and 2,000 gallon capacity respectively), and a breather refilling trailer.

Within the village of Elk, water for firefighting is supplied by a hydrant system and two water storage tanks (50,000 gallons and 20,000 gallons respectively) as part of the Elk County Water District water system. In the outlying areas, water for fire protection is provided by on-board tanks on each engine, the water tenders, and eight 5,000 gallon water tanks located on ridge tops, and individual private water storage tanks ranging in size from 2,500 gallons to 10,000 gallons.

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## Infrastructure Needs or Deficiencies

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The Elk CSD reported that the Main Station is in 'poor' condition and is operating at capacity. The Main Station is undersized and is inadequate to meet the needs of the Fire Department. The minor garage or barn structures housing apparatus need to be replaced.

The District is in the process of replacing its older apparatus, and recently replaced its oldest water tender with a new 2011 Peterbilt Model 337. The District's single Type I structure fire engine is 50-years old and urgently needs to be replaced.

Currently, water supply for fire fighting is considered 'adequate' – however, additional water storage tanks in strategic locations would be very beneficial. Existing water flow rates from fire hydrants in the village of Elk do not meet ISO standards.

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## Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide (CALFIRE) and countywide mutual aid agreements.

The District has offered shared use of emergency radio transmitter equipment to both Albion-Little River Fire Protection District and Anderson Valley Community Services District to assist with each other's communications.

The Fire Department did not identify any future opportunities for facility sharing.

The District participates in joint training exercises with other fire departments, and is involved in the the Mendocino Fire Plan through the Fire Safe Council.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. EVFD has an ISO rating of 6 within the village of Elk, and a rating of 6X in the outlying areas of the District.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Fifty-five percent of responses are medically related. Response times for the Elk Volunteer Fire Department average 20-minutes, with up to 45-minutes for the outlying areas.

The Fire Department Service Profile is presented in Figure 50.

**Figure 50: Elk Volunteer Fire Department Profile**

Fire Service Profile - Elk Community Services District			
<i>District Resource Statistics</i>		<i>Service Configuration</i>	<i>Service Demand</i>
Staffing Base Year	2013	Configuration Base Year	2013
Fire Stations in District	4	Fire Suppression	Direct
Main Station Location:	Elk	Emergency Medical Service	Direct
Square Miles Served per Station <sup>1</sup>	57	Ambulance Transport	Direct
Total Staff <sup>2</sup>	15	Hazardous Materials	County
Total Paid Firefighters (in FTE)	0	Air Ambulance	CalStar/REACH
Total Volunteer Firefighters	15	Fire Suppression Helicopter	CalFire
Total Firefighters per Station <sup>3</sup>	4	Public Safety Answering Point	Sheriff
Total Firefighters per 1,000 pop.	N.A.	Fire/EMS Dispatch	CalFire
<i>Service Adequacy</i>		<i>Service Challenges</i>	
Response Time Base Year	2013	Reduction in the number of available EMT-trained firefighters. Necessary improvements to the Main Station. Adequate funding for future facilities and equipment. Adequate structures to house satellite engines.	
Response Time (in minutes)	15	<b>Training</b>	
Maximum Response Time (in minutes)	45	Firefighters train by-weekley and on some weekends. Specialized training available for 'Strike Team' members.	
ISO Rating	6-6X		
Notes: 1) Primary service area (square miles) per station. 2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel. 3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.			

## AMBULANCE SERVICE

The EVFD operates one basic life support (BLS) ambulance stationed at the main fire station and is utilized for first responder and emergency medical calls. Ambulance transport is coordinated with the Mendocino Coast Healthcare District. Air ambulance services are available from CalStar and REACH.

The ambulance service provides a critical medical response capability and service to the community. Elk and District territory north of Elk are within the Primary Service Area for the Mendocino Coast Healthcare District; while areas south of Elk along the Coast are within the Secondary Service Area for the Mendocino Coast Healthcare District. Inland areas of the District are not within the Mendocino Coast Healthcare District service area.

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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1. There are approximately 450 residents within the Elk Community Services District boundary, based on District estimates and according to the 2010 Census demographic profile based on zip codes.
2. The population of the District has not increased over the past few years, and is not expected to increase significantly in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. The community of Elk, as well as the surrounding areas, qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4. For ECSD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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5. The District's current facilities are inadequate and are operating at capacity. The Main Station needs to be replaced. It does not even provide restroom or hand washing facilities. A 50-year old Type I structure engine needs to be replaced. Much equipment is used 'hand me down' from other agencies and should be replaced with up-to-date units (e.g., breather equipment).
6. The Fire Department is experiencing a declining capacity to adequately serve current demand within the 57 square mile District boundary, and to assist adjoining fire districts through mutual aid.
7. Increased requirements for training are becoming more difficult for volunteer firefighters and emergency responders to meet.

8. Water supply for firefighting is limited in the outlying areas of the District. Additional water tanks at strategic locations throughout the District would be beneficial.
9. Existing garage/barn structures utilized to house fire apparatus need to be replaced.

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#### Financial Ability of Agency to Provide Services

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10. ECSD reported that current funding levels are inadequate to meet current and future fire protection and emergency medical services needs.

---

#### Status and Opportunities for Shared Facilities

---

11. The District collaborates with other fire service providers through state and county mutual aid agreements.

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#### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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12. ECSD is governed by an elected five-person Board of Directors. Elk is a small community, but its citizens are engaged in ECSD operations as demonstrated in the 2013 election cycle when five candidates ran for three seats. The District should continue efforts to identify more than one candidate for each Board position so that voters within the District will be afforded an opportunity to vote.

13. A community website exists. However, the District and the Volunteer Fire Department do not provide all necessary information. Improving the District section of the website to include agendas, minutes, budgets, and audits would provide better transparency. The Fire Department likewise can provide more statistical information, rules and regulations, and fire prevention material.

14. The District maintains a community presence at its Main Fire Station, where it operates in conjunction with the Greenwood Community Center. A new directional sign at the driveway entrance from State Route 1 identifying the fire station would be helpful.

15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

**Exhibit A****District Balance Sheet**

**ELK COMMUNITY SERVICES DISTRICT**  
**STATEMENTS OF REVENUES, EXPENDITURES, AND CHANGES IN**  
**FUND BALANCES - GOVERNMENTAL FUNDS**  
**BUDGET TO ACTUAL**  
**June 30, 2014 and 2013**

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<u>Revenues</u>	June 30, 2014			June 30, 2013		
	Budget	Actual	Difference	Budget	Actual	Difference
Property Taxes & Assess.	\$ 57,978	\$ 62,414	\$ 4,436	\$ 57,978	\$ 59,623	\$ 1,645
Charge for Services	50,522	77,568	27,046	21,330	57,114	35,784
Contributions	7,764	39,005	31,241	2,400	13,950	11,550
Grant Income		2,305	2,305			0
Other Income		2,622	2,622			0
Interest	150	187	37	150	185	35
<b>Total Revenues</b>	<b>116,414</b>	<b>184,101</b>	<b>67,687</b>	<b>81,858</b>	<b>130,872</b>	<b>49,014</b>
<u>Expenditures</u>						
Salaries and Wages	28,000	47,739	(19,739)	13,000	37,424	(24,424)
Payroll Tax Expense	2,142	3,784	(1,642)	2,600	2,815	(215)
Operating Expenses	32,000	21,780	10,220	30,750	30,295	455
General and Admin.	26,180	22,103	4,077	23,508	27,076	(3,568)
Interest on LTD	2,800	2,888	(88)		797	(797)
Principal on LTD	13,292	13,271	21		3,226	(3,226)
Capital Outlay	12,000	44,519	(32,519)	12,000	20,534	(8,534)
<b>Total Expenditures</b>	<b>116,414</b>	<b>156,084</b>	<b>(39,670)</b>	<b>81,858</b>	<b>122,167</b>	<b>(40,309)</b>
<b>Excess of Revenues Over Expenditures</b>	<b>0</b>	<b>28,017</b>	<b>28,017</b>	<b>0</b>	<b>8,705</b>	<b>8,705</b>
<b>Fund Balances - Beginning</b>		<b>115,486</b>			<b>103,000</b>	
Prior Period Adjustment						<b>3,781</b>
<b>Fund Balances - Ending</b>		<b>\$143,503</b>				<b>\$115,486</b>

## SOUTH COAST FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

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The South Coast Fire Protection District (SCFPD or District) is the umbrella agency for the South Coast Volunteer Fire Department (SCVFD). SCVFD is a small rural fire agency serving the communities of Gualala and Anchor Bay, along with adjacent coastal areas. The District is located along the Pacific Coast in southwest Mendocino County. (Refer to Figure 1: Mendocino County Fire Protection Services) The Volunteer Fire Department provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, and hazardous materials response as a first responder. This is the first municipal service review (MSR) for SCFPD/SCVFD.

### **FORMATION**

The South Coast Fire Protection District was formed by the Mendocino County Board of Supervisors on April 24, 1962. The Volunteer Fire Department was organized at that time.

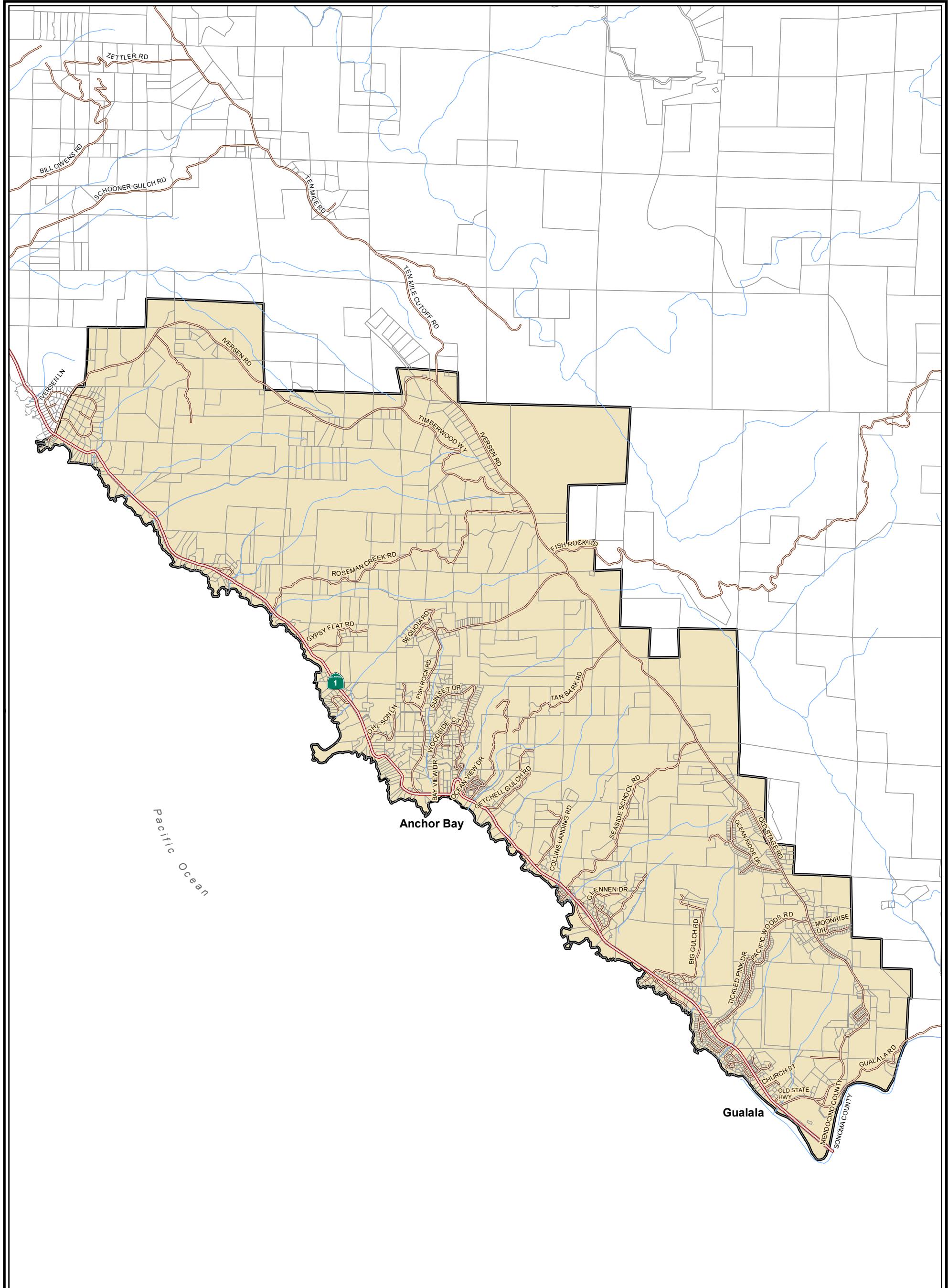
The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

### **BOUNDARY**

The SCFPD comprises 20 square miles (12,797 acres) centered on the unincorporated community of Gualala. The District is located along the Pacific Coast and extends inland for up to seven miles. SCFPD is adjacent to the Redwood Coast Fire Protection District on the north, and the Sea Ranch Volunteer Fire Department in Sonoma County to the south. Lands to the east of the District are not within any fire district and are classified as State Responsibility Area (SRA). (Refer to Figure 1)

The SCVFD provides services along the Coast to the south half of Iverson Ridge on the north, Anchor Bay, and Gualala south to the Gualala River (Mendocino-Sonoma County Line). The Fire Department also provides services along Iverson Road- Old Stage Road near the District's northern and eastern boundary. East-west cross roads between Highway 1 and Iverson Road-Old Stage Road provide access to the interior of the District and include Roseman Creek Road, Fish Rock Road, Seaside School Road, and Pacific Woods Road. (Refer to Figure 51: South Coast Fire Protection District Map) The Department also serves the Ocean Ridge Airport adjacent to Old Stage Road.

There have been no annexations or detachments to the District since formation.



## South Coast Fire Protection District

- South Coast FPD
- Parcels
- Highways
- Roads
- Streams

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

0.5 0.25 0 0.5 Miles



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## Extra-territorial Services

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When requested by the California Department of Forestry and Fire Protection (CALFIRE), the South Coast Volunteer Fire Department does provide services outside its district boundary, primarily easterly via Fish Rock Road. SCVFD maintains Automatic Aid Agreement with Sea Ranch Volunteer Fire Department; and has Mutual Aid Agreements with the neighboring fire districts of Redwood Coast Fire Protection District and Anderson Valley Community Services District.

The District is developing an Automatic Aid Agreement with the Redwood Coast Fire Protection District to provide fire and emergency medical services to the Ten Mile Cutoff Road area, north of Iverson Road. (Refer to Figure 51)

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## Unserved Areas

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There are no unserved areas within the District boundary.

### **SPHERE OF INFLUENCE**

The Sphere of Influence (SOI) for South Coast Fire Protection District was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The South Coast Fire Protection District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for SCFPD. Currently, all Board Members were appointed by the Mendocino Board of Supervisors, two in November 2013, and three in November 2015. There have been no contested elections in the past five years. Current Board Member names, positions, and term expiration dates are shown in Figure 52.

**Figure 52: South Coast Fire Protection District Governing Body**

<b>South Coast Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Gregg Warner, Fire Chief			
<b>Address:</b>	39215 Baptist Church Street (PO Box 334) Gualala CA 95445			
<b>Telephone:</b>	707-884-4700			
<b>Email/website:</b>	gregg@southcoastvfd.org www.southcoastvfd.org			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Pete Slunaker	Chair	November 2017	Appointed	4 years
Rod Headrick	Director	November 2017	Appointed	4 years
Richard L. 'Rick' O'Neil	Director	November 2019	Appointed	4 years
Chuckie Sorenson	Director	November 2019	Appointed	4 years
Kevin F. Callanan	Director	November 2019	Appointed	4 years
<b>Meetings</b>				
<b>Date:</b>	Third Thursday of every other month at 6:30 PM			
<b>Location:</b>	Main Fire Station 39215 Baptist Church Street Gualala			
<b>Agenda Distribution:</b>	Posted at the Main Fire Station, Gualala Post Office, and Sundstrom Mall			
<b>Minutes Distribution:</b>	Available by request.			

The Board conducts regular meetings every other month at the Fire Station. Board meeting agendas are posted at the Main Fire Station in Gualala, the Gualala Post Office, and Sundstrom Mall and Shopping Center in Gualala. Minutes are available upon request.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas), the District and the Volunteer Fire Department reaches its constituents through community outreach.

The District does not have a website. The South Coast Volunteer Firefighters Association has a limited website ([www.southcoastvfd.org](http://www.southcoastvfd.org)) with basic information about the service area, equipment and photos.

Complaints to the District are handled on a direct basis by either the Board of Directors or the Fire Chief. The District reported that it has received zero complaints over the past few years.

SCFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests.

## MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The South Coast Volunteer Fire Department has two part-time paid positions: one Fire Chief; and one Administrative Assistant. Remaining personnel are volunteers and include one Assistant Chief and 19 Firefighters (of which five are also trained Emergency Medical Technicians (EMTs). Volunteers are evaluated as part of the weekly training sessions which are held a minimum of three evening per month. Firefighters also attend academy classes, EMT training, and additional weekend drills during the year.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, SCVFD does informally review the best practices of other fire agencies.

The Department's financial planning efforts include an annually adopted budget and an annual audited financial statement. Capital improvement needs are generally planned in the budget. Audits are prepared by Michael Celentano, CPA. The most recent audit is for Fiscal Year 2013-2014.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

### Land Use

The District's boundary area is approximately 20 square miles, with a service area of approximately 40 square miles. The District contains a variety of land uses including: rural residential and 'ranchettes'; commercial development in Gualala, Anchor Bay and various places along State Highway 1; and higher elevation vineyards, grazing land and row crops. Large tracts of forest and range land are predominate in the District's outer areas. The land use authority for land within the District is the County of Mendocino.

### Existing Population

There are approximately 2,100 residents within the District, based on District estimates and according to the 2010 Census demographic profile based on zip codes. Anchor Bay is a 'census designated place' (CDP) with a 2010 population of 340; however, Gualala is not a CDP so specific population data is not available.

Local festivals and seasonal events can increase the visitor population by 500 to 1,000 on weekends.

### Projected Growth and Development

The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. It is possible that the District will see a slight increase in new residential construction on existing parcels.

### Disadvantaged Unincorporated Communities

LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide median household income.

The primary communities within the District (Gualala and Anchor Bay) both have median household incomes less than 80% of the State median household income of \$61,632. For Gualala, the median household income in 2013 was \$36,201 (or 58.7% of the State median household income; while Anchor Bay was at \$34,191 (55.5%).

For SCFPD, one of the three basic services – structural fire protection – is provided by the District. Based on an evaluation of District operations and a review of the District's service calls, structural fire protection services to customers within the District is considered to be satisfactory. The District does not provide water service or sewer service, and is therefore not responsible for assuring that these services are adequately provided to the community.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the South Coast Fire Protection District and identifies the revenue sources currently available to the District.

SCFPD reports that current financing levels are adequate to deliver services, thanks to the special tax (property assessment) approved by the voters in November 2006. Measure Z was approved with 67.89% (66.67% required). Measure Z increased the previously approved special tax from \$40 per parcel per year to \$75 per year and went into effect July 1, 2007.

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### Revenues

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The primary revenue sources for the District are property tax revenues and the special tax (property assessment). In some years, reimbursements from CALFIRE for Strike Team assistance increases District revenue. However, these monies are paid to the firefighters, while the District is still responsible for payment of payroll taxes.

The District does not charge additional fees for services to residents or non-residents. Revenue sources and a three-year comparison are shown in Figure 53. Revenues over the past three fiscal years have been sufficient to allow the District to increase its reserve funds.

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### Expenditures

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Expenditures for SCFPD have fluctuated over the past three fiscal years, and usually balance out over a longer period. Expenditures and a three-year comparison are shown in Figure 53.

The District has purchased fire apparatus by utilizing a lease-purchase approach with local banks.

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### Liabilities and Assets

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The District has four equipment leases with the option to purchase, three with WestAmerica Bank and one with Community National Bank. Three leases have been paid off, with the remaining lease with Community National Bank for the purchase of a 2014 Freightliner Water Tender. Annual payments for five years at 3.19% are \$33,148.64. The lease will be paid off in July 2018.

The District's fund balance on June 30, 2014 (which can be considered to be a 'Reserve Account') totaled \$174,384. These funds are classified as 'unrestricted' and can be used for any purpose. (Refer to Exhibit A: District Balance Sheet for details.)

**Figure 53: Three-year Revenues and Expenditures Comparison**

	FY 10-11		FY 11-12		FY 12-13	
<b>Revenues</b>						
Property Tax	\$139,152	35%	\$139,916	44%	\$153,586	47%
Property Assessments	\$164,237	41%	\$166,919	53%	\$167,450	52%
Interest Income	\$68	0%	\$64	0%	\$55	0%
Other Government Funds	\$93,505	24%	\$8,636	3%	\$0	0%
Miscellaneous Revenues	\$575	0%	\$800	0%	\$3,659	1%
<b>Total Income</b>	<b>\$397,537</b>	<b>100%</b>	<b>\$316,335</b>	<b>100%</b>	<b>\$324,750</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$102,716	36%	\$93,066	24%	\$76,053	36%
Services & Supplies	\$101,330	36%	\$213,569	56%	\$126,754	60%
Debt Service	\$0	0%	\$67,490	18%	\$7,781	4%
Fixed Assets	\$66,612	24%	\$6,183	2%	\$0	0%
Other Expenditures	\$11,644	4%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$282,302</b>	<b>100%</b>	<b>\$380,308</b>	<b>100%</b>	<b>\$210,588</b>	<b>100%</b>
<b>Net Income (or Loss)</b>	<b>\$115,055</b>		<b>-\$63,973</b>		<b>\$114,162</b>	
Current Year Depreciation					\$ 111,358	
Accumulated Depreciation			\$ 736,518		\$ 876,187	

## Financing Efficiencies

The District participates in two joint powers authorities (JPAs): the Fire Agencies Insurance Risk Authority (FAIRA); and the Fire Agencies Self Insurance System (FASIS). The JPAs' purpose is to provide stable, efficient and long term risk financing for the District, and are funded through collective self-insurance and/or the purchase of insurance coverage's.

The District also has mutual aid agreements with neighboring fire agencies within Mutual Aid Zone 4 which includes Anderson Valley Community Services District, Redwood Coast Fire Protection District, and Elk Community Services District.

## Fundraising

The South Coast Volunteer Firefighters Association, a non-profit organization, conducts fund-raisers during the year to benefit the Fire Department and local service organizations.

## **2. MUNICIPAL SERVICES**

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### **FIRE SERVICES**

#### **Service Overview**

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The South Coast Volunteer Fire Department provides structural fire protection, wildland fire protection, emergency medical response to an Emergency Medical Technician (EMT) level, vehicle rescue and extrication, hazardous materials response as a first responder, and fire prevention. Fire prevention includes continuing inspections of public and private property; working with several wildland/urban interface communities to improve survivability of homes and businesses threatened by wildland fires; and providing public education on fire safety through various types of public presentations. The Fire Department also responds to wildland fires with a 'Strike Team' capability under a Mutual Aid Agreement with CALFIRE.

Fire Department personnel undergo diverse training three evenings per month, and special training sessions three to four times per year. The Department also participates in County-wide training exercises, and sends volunteer firefighters to academy classes and EMT training sessions.

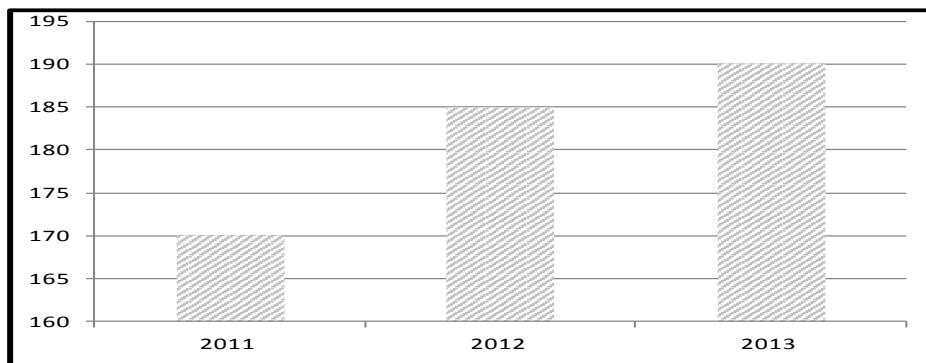
The Department is dispatched by CALFIRE. All firefighters are alerted by pagers through Verizon.

#### **Demand for Services**

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As shown in Figure 54, the number of calls have increased slightly over the past three years. The annual calls average about 185, with the majority of calls being medical response to traffic accidents and other medical service responses (80%). Fifteen percent of the calls are fire or hazardous materials-related. Typically there are 6 structure fires and 15 vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 54: Number of Calls by Year, 2011-2013**



The South Coast Volunteer Fire Department reported that it generally had sufficient capacity to provide services to its current service area, and to assist other fire departments through automatic and mutual aid.

## Infrastructure and Facilities

SCVFD operates four stations: the main fire station located at 39215 Baptist Church Street in Gualala; and single bay stations at 43080 Iverson Point Road at Highway 1 in the northern end of the District, at Anchor Bay at 46930 Ocean View Avenue, and at 1 Country Club Way near Old Stage Road and the Ocean View Airport. The Main Station was constructed in 1985 and is a 3,500 square foot facility with four apparatus bays (one engine each); plus a meeting/training room, kitchen, bathroom, shop, and storage area.

The Department maintains and operates one command vehicle, two rescue trucks (used for rescue and emergency medical calls), three Type 1 Structure Engines, four Type 3 Wildland Fire Engines, and three Water Tenders (1,800 gallon capacity each).

Within the Gualala community, water for fire protection is supplied by a water and hydrant system provided by the Gualala Community Services District. Outside of Gualala, water for fire protection is provided by on-board tanks on each engine, and the water tenders. The Fire Department also has a 20,000 gallon water storage tank at the Iverson Station, and relies on occasional private water storage tanks scattered throughout the District.

Ambulance service is provided by the Coast Life Support District with a station in Gualala. Air ambulance service is provided by CalStar and REACH.



Main Fire Station 39125 Baptist Church Street Gualala

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## Infrastructure Needs or Deficiencies

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SCVFD reported that the Main Station is in 'good' condition but is operating at capacity. Additional buildings are needed to house apparatus that is currently stationed outdoors.

Currently, water supply for fire fighting is considered 'adequate' – however, additional water storage tanks in strategic locations would be very beneficial.

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## Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through statewide (CALFIRE) and countywide mutual aid agreements.

The Fire Department did not identify any future opportunities for facility sharing.

The District participates in joint training exercises with other fire departments, and is involved in the the Mendocino Fire Plan through the Fire Safe Council.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. SCVFD was recently upgraded from an ISO rating of 7 to a rating of 5. All areas of the District are within 5-miles of a fire station.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty percent of responses are medically related. Response times for the South Coast Volunteer Fire Department average 10-minutes per call, and range from 5-minutes to 30-minutes.

The Fire Department Service Profile is presented in Figure 55.

**Figure 55: South Coast Volunteer Fire Department Profile**

Fire Service Profile - South Coast Volunteer Fire Department					
District Resource Statistics		Service Configuration	Service Demand		
Staffing Base Year	2013	Configuration Base Year	2013		
Fire Stations in District	4	Fire Suppression	Direct		
Main Station Location:	Gualala	Emergency Medical Service	Direct		
Square Miles Served per Station <sup>1</sup>	5	Ambulance Transport	CLSD		
Total Staff <sup>2</sup>	22	Hazardous Materials	County		
Total Paid Firefighters (in FTE)	0.5	Air Ambulance	CalStar/REACH		
Total Volunteer Firefighters	20	Fire Suppression Helicopter	CalFire		
Total Firefighters per Station <sup>3</sup>	5	Public Safety Answering Point	Sheriff		
Total Firefighters per 1,000 pop.	10	Fire/EMS Dispatch	CalFire		
<b>Service Adequacy</b>		<b>Service Challenges</b>			
Response Time Base Year		Reduction in the number of available EMT-trained firefighters. Adequate structures to house satellite engines.			
Response Time (in minutes)		<b>Training</b>			
Maximum Response Time (in minutes)		Firefighters train three times per month and on some weekends. Specialized training available for 'Strike Team' members.			
ISO Rating		5/5Y			
Notes:					
1) Primary service area (square miles) per station.					
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.					
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.					

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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1. There are approximately 2,100 residents within the District boundary, based on District estimates and Census data.
2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. The Gualala and Anchor Bay communities, as well as the surrounding areas appears to qualify as a Disadvantaged Unincorporated Community (DUC). Any future annexations to the District will require consideration of any DUC in proximity to the annexation area.
4. For SCFPD, structural fire protection is provided by the District and is considered to be satisfactory. The District does not provide water or sewer services, and is therefore not responsible for assuring that these services are adequately provided to the community.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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5. The District's current facilities are adequate, but are operating at capacity.
6. The Fire Department has the capacity to adequately serve current demand within the 20 square mile District boundary, and also provides services to an additional 20 square mile area through automatic and mutual aid.
7. Water supply for fire fighting is considered 'adequate' with the Gualala Community Services District water system, the 20,000 gallon water storage tank at the Iverson Station, and apparatus with on-board water tanks. Additional water tanks at strategic locations throughout the District would be beneficial.

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**Financial Ability of Agency to Provide Services**

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8. SCFPD reported that current financing levels are adequate to deliver services.
9. The District has adequate reserve funds to deal with revenue short-falls in any given year.

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**Status and Opportunities for Shared Facilities**

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10. The District collaborates with other fire service providers through state and county mutual aid agreements.

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**Accountability for Community Services, Including Governmental Structure and Operational Efficiencies**

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11. SCFPD is governed by an elected five-person Board of Directors. However, all recent Board positions have been filled by appointment of the Mendocino County Board of Supervisors. The District should renew its efforts to identify more than one candidate for each Board position so that voters within the District will be afforded a choice and an opportunity to vote.

12. Filling the current Board vacancy should be a priority.

13. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and audits would provide better transparency.

14. The District maintains a community presence at its Main Fire Station, where it posts information about district and fire department activities, documents and updates. Similar information should be posted at the satellite fire stations.

15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

\* \* \* \*

**Exhibit A****District Balance Sheet****SOUTH COAST FIRE PROTECTION DISTRICT****STATEMENT OF NET POSITION AND GOVERNMENTAL FUNDS****BALANCE SHEET****JUNE 30, 2014**

	General Fund	Adjustments	Statement of Net Assets
<b>ASSETS</b>			
Cash	\$ 230,572	\$ -	\$ 230,572
Taxes receivable	26,124		26,124
Prepaid insurance	7,200		7,200
Land		52,500	52,500
Other capital assets, net of accumulated depreciation	-	683,854	683,854
<b>Total Assets</b>	<b>\$ 263,896</b>	<b>736,354</b>	<b>1,000,250</b>
<b>LIABILITIES</b>			
Accounts payable	\$ 11,823		\$ 11,823
Accrued payroll	3,608		3,608
Payroll taxes payable	284		284
Deferred insurance proceeds	73,797		73,797
Long-term liabilities		71,123	71,123
Due within one year	-	155,184	155,184
Due after one year			
<b>Total Liabilities</b>	<b>89,512</b>	<b>226,307</b>	<b>315,819</b>
<b>FUND BALANCE / NET POSITION</b>			
Fund balances	174,384	(174,384)	-
Unassigned	-	-	-
<b>Total Fund Balance</b>	<b>174,384</b>	<b>(174,384)</b>	<b>-</b>
<b>Total Liabilities and Fund Balances</b>	<b>\$ 263,896</b>	<b>(174,384)</b>	<b>-</b>
Net Position			
Investment in capital assets	510,047	510,047	
Unrestricted	174,384	174,384	
<b>Total Net Position</b>	<b>\$ 684,431</b>	<b>\$ 684,431</b>	

## PIERCY FIRE PROTECTION DISTRICT

### **1. AGENCY OVERVIEW**

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The Piercy Fire Protection District (PFPD or District) is a small rural fire agency serving the rural hamlet of Piercy and the surrounding area. The District is located along U.S. Highway 101 at the Mendocino County-Humboldt County Line. (Refer to Figure 1: Mendocino County Fire Protection Services) The District provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, and hazardous materials response as a first responder. This is the first municipal service review (MSR) for PFPD.

### **FORMATION**

The Piercy Fire Protection District was formed by the Mendocino County Board of Supervisors in 1968. The District replaced the Piercy Volunteer Fire Department, which was formed in 1956.

The principal act that governs the District is the State of California Health and Safety Code Section 13800 *et seq.* (Fire Protection District Law of 1987).

### **BOUNDARY**

The PFPD comprises 6.8 square miles (4,336 acres) centered along U.S. Highway 101 (The Redwood Highway) and the South Fork of the Eel River. The District is located in the northwest corner of Mendocino County and serves the small community of Piercy and adjacent areas. The District is adjacent to the Sprowel Creek Volunteer Fire Company response area in Humboldt County on the north, and the Leggett Valley Fire Protection District to the south. Lands to the east and west of the District are not within any fire district and are classified as State Responsibility Area (SRA) areas. (Refer to Figure 1)

The District provides services along 7.6 miles of Highway 101 as well as along 6.6 miles of State Route 271 (Old Highway 101) which is parallel to Highway 101. In the southern half of the District, services are provided to Ebert Lane, Malcoombs Road, and Red Mountain Creek Road. (Refer to Figure 56: Piercy Fire Protection District Map)

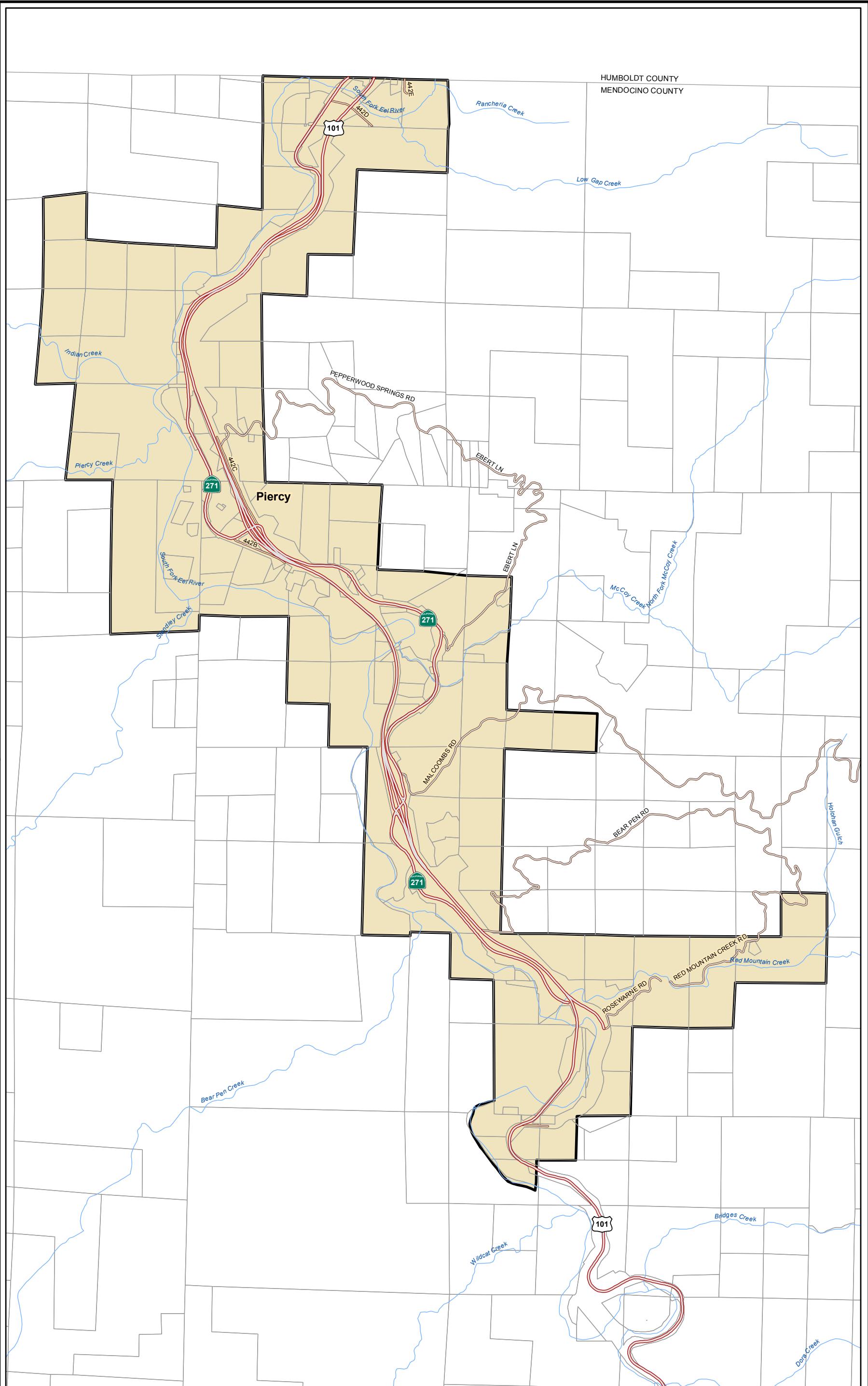
There have not been any annexations or detachments since the District was formed.

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### **Extra-territorial Services**

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The Piercy Fire Protection District provides services beyond its boundary to approximately 100 square miles, including north to Garberville in Humboldt County, south almost to Laytonville, east to the Bell Springs Road area, and west to the Pacific Ocean. The District also responds to calls for service at Richardson Grove State Park, one mile north of the District boundary.



## Piercy Fire Protection District

- Piercy FPD
- Highways
- Roads
- Streams

□ Parcels

Source: This map was prepared by the Mendocino County Department of Information Services GIS Program, June 2013.

Note: This map is not a survey product.

0.25 0.125 0 0.25 Miles



PFPD maintains Mutual Aid Agreements with the neighboring fire districts of Garberville Fire Protection District in Humboldt County, and the Leggett Valley Fire Protection District.

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## Unserved Areas

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There are no unserved areas with the District boundary.

## SPHERE OF INFLUENCE

The Sphere of Influence (SOI) for Piercy Fire Protection District was established in October 1993 when Mendocino LAFCo and the Mendocino County Board of Supervisors adopted resolutions establishing the Mendocino County Fire Districts' Spheres of Influence. The District's SOI is co-terminus with the District boundary.

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

The Piercy Fire Protection District is governed by a five-member Board of Directors elected by registered voters within the District boundary. The Directors are normally elected at large to staggered four-year terms. However, Board Members may be appointed by the Mendocino County Board of Supervisors in lieu of election if there are insufficient candidates to require an election, which is the case for PFPD. Currently, two Board Members were appointed by the Mendocino County Board of Supervisors in November 2013, and one in November 2015. There are currently two vacancies, which the Board does not intend to fill. There have been no contested elections in the past five years. Current Board Member names, positions, and term expiration dates are shown in Figure 57.

**Figure 57: Piercy Fire Protection District Governing Body**

<b>Piercy Fire Protection District</b>				
<b>District Contact Information</b>				
<b>Contact:</b>	Larry Casteel, Secretary/Treasurer			
<b>Address:</b>	80401 Highway 271 (PO Box 206) Piercy CA 95587			
<b>Telephone:</b>	707-367-0563			
<b>Email/website:</b>	larrycasteel@gmail.com      None			
<b>Board of Directors</b>				
Member Name	Position	Term Expiration	Selection	Length of Term
Jeff Hedin	President	November 2019	Appointed	4 years
Larry L. Casteel	Secretary/Treasurer	November 2017	Appointed	4 years
Ed R. Ryan	Director	November 2017	Appointed	4 years
Vacant				
Vacant				
<b>Meetings</b>				
<b>Date:</b>	Third Wednesday of each month at 6:00 PM			
<b>Location:</b>	Fire Station 80401 Highway 271 Piercy			
<b>Agenda Distribution:</b>	Posted at the postal gang box shelter, County Road 442B at Highway 271			
<b>Minutes Distribution:</b>	Available by request.			

The Board conducts regular meetings on the third Wednesday of each month at 6:00 PM at the Fire Station. Board meeting agendas are posted at the Fire Station and at the Postal Service gang boxes on County Road 442B just south of its intersection with Highway 271. Piercy does not have a Post Office.

In addition to the required public notices in compliance with the Brown Act (including the posting of agendas), the District reaches its constituents through community outreach and participation at community events.

The District does not have a website. There is an existing out-of-date Facebook page.

Complaints to the District are handled on a direct basis by either the Board President or the Fire Chief. The District reported that it receives on average, about one complaint per year.

PFPD demonstrated accountability in its disclosure of information and cooperation with Mendocino LAFCo. The District responded to the questionnaires and staff telephone calls, and cooperated with document requests. No review comments were received from the District regarding the Draft MSR.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The Piercy Fire Protection District has one Chief, one Assistant Chief, one Training Officer, one Safety Officer, and five Volunteer Firefighters. Volunteers do not receive remuneration for their services. Volunteers are evaluated as part of the weekly training sessions which are held on the second Tuesday of each month. Firefighters also attend academy classes and train with the Leggett Valley Fire Protection District.

The Fire Chief prepares detailed response sheets to determine how time is being spent and how to improve efficiencies. In addition, the Department keeps an emergency log and training records. The Department reported that it did not conduct formal evaluations of its own performance such as annual reports or benchmarking. However, PFPD does informally review the best practices of other fire agencies.

The District's financial planning efforts include an annually adopted budget. Capital improvement needs are generally planned in the budget. The District has not had an annual audit in several years.

## GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### Land Use

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The District's boundary area is approximately 6.8 square miles, with a service area of approximately 100 square miles. Land uses in the service area include rural residential and 'ranchettes,' orchards, vineyards and grazing land. Large tracts of forest and range land are predominate in the outlying areas. The land use authority for land within the District is the County of Mendocino.

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### Existing Population

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There are approximately 200 residents within the District, based on District estimates and according to the 2010 Census demographic profile based on zip codes. The 95587 Zip Code for Piercy correlates fairly well with the District boundary and adjacent service area.

Local festivals and seasonal events can increase the visitor population by 500 to 1,000 on specific weekends

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### Projected Growth and Development

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The District reports that it anticipates little growth within its boundaries in the next few years because existing land use patterns have been unchanged, and new development is not anticipated. It is possible that the District will see a reduced population due to aging and out-migration.

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### Disadvantaged Unincorporated Communities

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LAFCo is required to evaluate water service, sewer service, and structural fire protection within disadvantaged unincorporated communities (DUCs) as part of this service review, including the location and characteristics of any such communities. A DUC is defined as any area with 12 or more registered voters where the median household income is less than 80 percent of the statewide median household income.

Based on 2010 census date correlated to Zip Codes, the Piercy area does not qualify as a DUC because the median household income is greater than 80% of the State median household income of \$61,632. For Piercy, the median household income in 2010 was \$114,542 (or 185.8% of the State median household income).

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the Piercy Fire Protection District and identifies the revenue sources currently available to the District.

PFPD reports that current financing levels are barely adequate to deliver services. Providing services along US Highway 101 (predominately traffic accidents), and services provided outside the District have placed a real financial strain on the District.

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### Revenues

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The primary revenue sources for the District are property tax revenues and fund-raisers. The District does not charge additional fees for services to residents or non-residents, with the exception of the Raggae Rising Music Festival and the Kiwanis Redwood Run Biker Rally, which make donations to the District in exchange for services.

Revenue sources and a three-year comparison are shown in Figure 58. Revenues over the past three fiscal years have remained relatively steady. However, these revenues do not reflect monies earned from fund raising events.

In 2010, the District received a \$4,000 grant from the Community Foundation of Mendocino County to fund equipment and a computer at the fire station.

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### Expenditures

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As an 'all volunteer' agency, the District spends no monies on employee salaries or fringe benefits. Expenditures for PFPD have remained relatively constant over the past three fiscal years, with expenditures exceeding revenues by approximately eight to twelve percent per year. (Refer to Figure 58) These deficits are made up by utilizing District reserve funds.

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### Liabilities and Assets

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The District does not have any long-term debt or liabilities.

Because the District financial reports do not reflect revenues derived from fund-raising activities, and because there is no current District audit, the amount of available funds held in reserve is unknown.

**Figure 58: Three-year Revenues and Expenditures Comparison**

	<b>FY 10-11</b>		<b>FY 11-12</b>		<b>FY 12-13</b>	
<b>Revenues</b>						
Property Tax	\$11,043	69%	\$12,210	79%	\$11,512	68%
Property Assessments	\$0	0%	\$0	0%	\$0	0%
Interest Income	\$57	0%	\$109	1%	\$112	1%
Property Owner Contributions	\$4,680	29%	\$2,995	19%	\$3,200	19%
Other Government Funds	\$213	1%	\$219	1%	\$211	1%
Miscellaneous Revenues	\$0	0%	\$0	0%	\$1,990	12%
<b>Total Income</b>	<b>\$15,993</b>	<b>100%</b>	<b>\$15,533</b>	<b>100%</b>	<b>\$17,025</b>	<b>100%</b>
<b>Expenses</b>						
Salaries-Wages & Benefits	\$0	0%	\$0	0%	\$18,434	100%
Services & Supplies	\$14,836	83%	\$17,358	100%	\$0	0%
Debt Service	\$0	0%	\$0	0%	\$0	0%
Fixed Assets	\$0	0%	\$0	0%	\$0	0%
Other Expenditures	\$3,000	17%	\$0	0%	\$0	0%
<b>Total Expenses</b>	<b>\$17,836</b>	<b>100%</b>	<b>\$17,358</b>	<b>100%</b>	<b>\$18,434</b>	<b>100%</b>
<b>Net Income</b>	<b>-\$1,843</b>		<b>-\$1,825</b>		<b>-\$1,409</b>	

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## Financing Efficiencies

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The District does not participate in any Joint Powers Agencies (JPAs).

The District has direct mutual aid agreements with Leggett Valley Fire Protection District and Garberville Fire Protection District. The District is also a member of Mutual Aid Zone 1 which includes Covelo Fire Protection District, Little Lake Fire Protection District, Brooktrails Township Community Services District, Long Valley Fire Protection District, and Leggett Valley Fire Protection District.

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## Fundraising

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The District conducts a number of fund-raising activities during the year, including an annual barbecue started in 2013, as well as other fundraisers which in total generate from \$25,000 to \$30,000 per year.

## **2. MUNICIPAL SERVICES**

### **FIRE SERVICES**

#### **Service Overview**

The Piercy Fire Protection District provides structural fire protection, wildland fire protection, emergency medical response, vehicle rescue and extrication, and hazardous materials response as a first responder.

The District is in serious need of additional firefighters, as well as firefighters who can train to become Emergency Medical Technicians. This capability is not currently available.

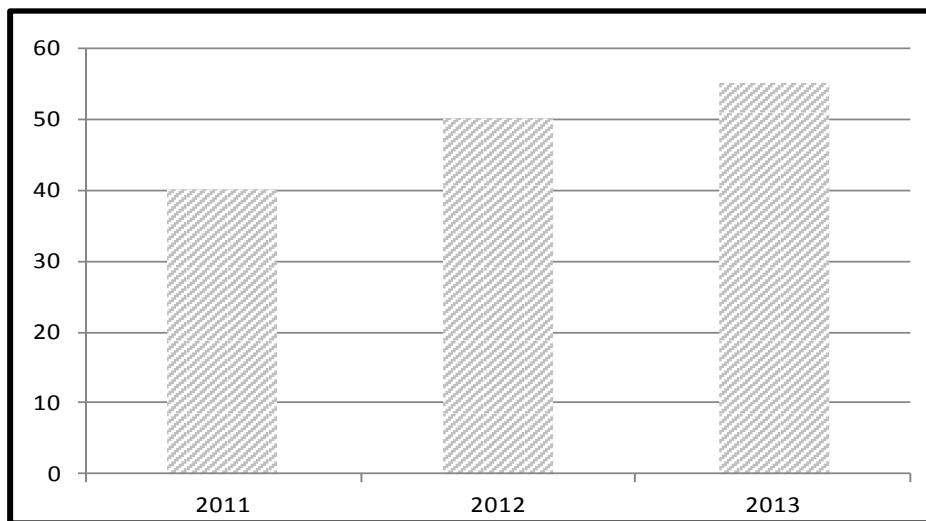
Volunteer personnel undergo training once per month, and also participate in County-wide training exercises.

The Department is dispatched by CALFIRE via text message to each firefighter,

#### **Demand for Services**

As shown in Figure 59, the number of calls have increased slightly over the past three years. The annual calls average about 50, with the majority of calls being responses to traffic accidents along Highway 101 (80%). Ten percent of the calls are fire or hazardous materials-related, and 10% are medical. Typically there is one structure fire and four vegetation fires per year. The highest reported call volume occurs daily between the hours of 2:00 and 10:00 PM.

**Figure 59: Number of Calls by Year, 2011-2013**



## Infrastructure and Facilities

PFPD operates one main fire station located at 80401 State Highway 271 near the Highway 101-Highway 271 interchange. The Main Station is a basic metal building in poor condition. It is approximately 8,000 square feet, with four apparatus bays along with room for a meeting/training room, bathroom, and storage area. The apparatus bays do not have roll-up doors. Adjacent 'cargo boxes' are utilized to store equipment.

The Department maintains and operates one Type 1 Structure Engine, one Type 3 Wildland Fire Engine, and one Water Tender (1,800 gallon capacity).

Water for fire protection provided by on-board tanks on each engine, plus the water tender. There is no water system/hydrant system within the District. PFPD must rely on water drafted from the South Fork of the Eel River, and cisterns on private property; and/or utilize ponds and streams, or occasional water storage tanks.

Ambulance service might be provided by the Long Valley Fire Protection District from their station in Laytonville, or verihealth from their station in Willits. Air ambulance service is provided by CalStar and REACH.



Main Fire Station 80401 Highway 271 Piercy

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## Infrastructure Needs or Deficiencies

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PFPD reported that the Main Station is in 'poor' condition and needs to be replaced.

The District would also like to replace its apparatus which date from 1974, 1984, and 1993.

Equipment, including 'turnouts' are in good condition. Acquisition of a new Rescue Vehicle is being planned for; and grant funding is being sought for SCBA (self-contained breathing apparatus) rescue equipment.

Currently, water supply for fire fighting is considered 'adequate' – however, additional water storage tanks in strategic locations would be very beneficial.

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## Shared Facilities and Regional Collaboration

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No apparatus or facilities are shared with other districts. The District collaborates with other fire service providers through mutual aid agreements.

PFPD did not identify any future opportunities for facility sharing.

The District participates in joint training exercises with other fire departments, and is involved in the the Mendocino Fire Plan through the Fire Safe Council.

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## Service Adequacy

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While there are several benchmarks that may define the level of fire service provided by an agency, indicators of service adequacy discussed here include ISO ratings, response times, and level of staffing and station resources for the service area.

Fire services in the communities are classified by the Insurance Service Office (ISO), an advisory organization. This classification indicates the general adequacy of coverage, with classes ranking from 1 to 10. Communities with the best fire department facilities, systems for water distribution, fire alarms and communications, and equipment and personnel receive a rating of 1. PFPD previously had an ISO rating of 9, however, this has been downgraded to a 10.

Emergency response time standards vary by level of urbanization of an area; the more urban an area, the faster a response is required to be. The California EMS Agency established the following response time guidelines: five minutes in urban areas; 15 minutes in suburban or rural areas; and as quickly as possible in wildland areas. The Department tracks its response times for each incident. Eighty percent of responses are traffic accident related to Highway 101 and can be reached within 12-minutes. Response times for outlying areas outside the District range from 15-minutes to 45-minutes.

The Fire District Service Profile is presented in Figure 60.

### **Figure 60: Piercy Fire Protection District Profile**

<b>Fire Service Profile - Piercy Fire Protection District</b>									
<b>District Resource Statistics</b>		<b>Service Configuration</b>		<b>Service Demand</b>					
Staffing Base Year	2013	Configuration Base Year	2013	Statistical Base Year	2013				
Fire Stations in District	1	Fire Suppression	Direct	Total Service Calls	220				
Main Station Location:	Piercy	Emergency Medical Service	Direct	% Emergency Medical Service	10%				
Square Miles Served per Station <sup>1</sup>	100	Ambulance Transport	Unknown	% Fire/Hazardous Materials	10%				
Total Staff <sup>2</sup>	9	Hazardous Materials	County OES	% Traffic Accidents	80%				
Total Paid Firefighters (in FTE)	0	Air Ambulance	REACH, CalStar	% Miscellaneous Emergency	0%				
Total Volunteer Firefighters	9	Fire Suppression Helicopter	CalFire	% Non-Emergency	0%				
Total Firefighters per Station <sup>3</sup>	9	Public Safety Answering Point	Sheriff	% Mutual Aid Calls	36%				
Total Firefighters per 1,000 pop.	N.A.	Fire/EMS Dispatch	CalFire	Calls per 1,000 population	N.A.				
<b>Service Adequacy</b>		<b>Service Challenges</b>							
Response Time Base Year	2013	Upgrading firefighter capabilities to include EMT trained firefighters. Replacement of marginal apparatus that are subject to breakdowns. Construction of a new fire station with needed amenities.							
Response Time (in minutes)	12	<b>Training</b>							
Maximum Response Time (in minutes)	45 minutes	Monthly with extra training on some weekends; classes and joint training sessions with other districts.							
ISO Rating	10								
Notes:									
1) Primary service area (square miles) per station.									
2) Total staff includes firefighters (paid and volunteer), emergency medical personnel, and administrative personnel.									
3) Based on ratio of firefighters to the number of stations. Actual staffing levels of each station vary.									

### ***3. MSR DETERMINATIONS***

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#### **Growth and Population Projections**

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1. There are approximately 200 residents within the Piercy Fire Protection District boundary, based on District estimates and Federal Census zip code data.
2. The population of the District has not increased over the past few years, and is not expected to increase in the foreseeable future.

#### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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3. There are no Disadvantaged Unincorporated Communities (DUCs) within the District Sphere of Influence.

#### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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4. The Main Fire Station is in poor condition, is substandard, and needs to be replaced..
5. The District is marginally capable of providing services within the District boundary; and is in no position to provide services outside the District boundary.
6. Water supply for fire fighting is limited to apparatus with water tank capability, and drawing from the South Fork of the Eel River. Additional water tanks at strategic locations throughout the District would be beneficial.

#### **Financial Ability of Agency to Provide Services**

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7. In order to increase revenue to a sustainable level, the District could consider the following actions:
  - Adopt an ordinance and fee schedule which charges out-of-District residents for services provided; especially for response to traffic accidents on Highway 101.
  - Given the high median family income of District residents, the District could consider a special tax (property assessment) ballot measure, which would require a two-thirds approval.

8. The District should immediately undertake efforts to have a bi-annual Audit prepared by a qualified Certified Public Accountant for the 2013-2014 and 2014-2015 Fiscal Years.

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#### **Status and Opportunities for Shared Facilities**

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9. The District collaborates with other fire service providers through mutual aid agreements.

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#### **Accountability for Community Services, Including Governmental Structure and Operational Efficiencies**

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10. In order to reduce the Board of Directors to three members, formal action pursuant to Health and Safety Code Sections 13842 and 13845(a) would be required.
11. The District does not have a website. Establishing a website and the posting of agendas, minutes, budgets, and financial data would provide better transparency.
12. A new directional sign at the driveway entrance from State Route 271 identifying the fire station would be helpful.
13. Service priorities should be given to properties and residents within the District boundary. Given the limited resources available to the District, services to the so-called 100 square mile Service Area are no longer viable. These areas should be put on notice that PFPD will no longer respond to these areas.
14. A formal Automatic Aid Agreement with Richardson Grove State Park should be developed which spells out services to be provided and charges for such services.
15. The agency demonstrated accountability in its cooperation with Mendocino LAFCo information requests.

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## WESTPORT VOLUNTEER FIRE COMPANY

### ***Fire Company Profile***

#### **Overview**

The Westport Volunteer Fire Company (Westport VFC) is a small fire protection and emergency medical organization serving the community of Westport and adjacent areas north and south of Westport. The all-volunteer Fire Company provides structural and wildland fire protection, emergency medical response, rescue and extrication, and hazardous materials response as a first responder.

Westport is located on the Pacific Coast, approximately 15-miles north of Fort Bragg in northwest Mendocino County. Westport VFC serves an approximate 25 square mile service area, primarily along State Highway 1 (Shoreline Highway) from Hardy Creek on the north to Milepost 72 near The Inn at Newport Ranch, a distance of 11-miles. Service is provided to the Westport-Union Landing State Beach (100 spaces), the community of Westport, and the small hamlets of DeHaven, Newport, and Kibesillah. Service is also provided to the Westport Beach RV Campground (175 spaces), and inland areas along Banscomb Road, Howard Creek Drive, Wages Creek Road, Cato Mountain Road, and Bruhel Point Road.

#### **Organization**

Westport VFC was originally established in March 2007 as the Westport Volunteer Fire Department, Inc. under California Health and Safety Code Section 14825 *et seq.* The Department was reorganized in 2007 as a non-profit 501(c)(3), and became a fire company in 2009. Westport VFC is overseen by an elected three-member Board of Directors. Personnel consist of one Fire Chief, one Training Officer and 13 Volunteer Firefighters (of which two are Emergency Medical Technicians).

Funding is derived from local fund-raising events such as the annual Summer Barbeque on the Westport Headlands; and by requesting an annual donation from residents within the service area.

#### **Operations**

There is one fire station with four bays located at 33751 North Highway 1, just north of the community of Westport. The Fire Company has two Type 3 engines, each with 500-gallons of water, one water tender with 2,000 gallon capacity, and one Type 4 rescue vehicle which is utilized for emergency medical calls.

Ambulance service is provided by the Mendocino Coast Healthcare District, with air ambulance service available from CalStar in Ukiah and REACH Air Medical Services in Willits.

The Westport County Water District provides water for fireflow within Westport with a hydrant and water storage system; providing 180,000 gallons of fire storage capacity.

Westport VFC responds to an average of 40 calls per year, primarily emergency medical responses resulting from vehicle accidents on Highway 1. The Fire Company is dispatched by the California Department of Forestry and Fire Protection (CALFIRE), Mendocino Unit. Westport VFC has an automatic aid agreement with the Fort Bragg Rural Fire Protection District for structure fires, and mutual aid agreements with Albion-Little River Fire Protection District, Mendocino Fire Protection District, and Fort Bragg Rural Fire Protection District as part of Emergency Planning Zone 4. Westport VFC also has a mutual aid agreement with CALFIRE.

The Volunteer Firefighters train regularly and participate in joint exercises with the Coastal fire districts in Planning Zone 4.

**Contact:** Bill Knapp, President 707-964-7355 bill@netwidget.com  
Frank Maurice, Fire Chief 707-357-1866 frankmaurice@sbcglobal.net

## WHALE GULCH VOLUNTEER FIRE COMPANY

### ***Fire Company Profile***

#### **Overview**

The Whale Gulch Volunteer Fire Company (Whale Gulch VFC) is a small fire protection and emergency medical organization serving the small hamlet of Whale Gulch. The all-volunteer Fire Company provides structural and wildland fire protection, emergency medical response, and hazardous materials response as a first responder.

Whale Gulch is located on the far northern Mendocino County Coast (Lost Coast), approximately one-mile inland and near the Mendocino County-Humboldt County Line. Whale Gulch is south of Shelter Cove and west of Whitethorn. Whale Gulch VFC serves an approximate 25 square mile area, plus the Sinkyone Wilderness State Park to the south, and the Chemise Mountain Wilderness Area to the north.

#### **Organization**

Whale Gulch VFC was established in the 1970's and is affiliated with the Coast Headwaters Association. The Fire Company is overseen by a self-appointed five-member Board of Directors. Personnel consist of one Fire Chief, one Assistant Chief, five Firefighters, and two Emergency Medical Technicians.

Funding is derived from local fund-raising events such as the annual Cake Sale; and by leasing Engine 5936 to the California Department of Forestry and Fire Protection (CALFIRE) during the fire season.

#### **Operations**

There is one fire station located at 76850 Usal Road. The Fire Company has two Type 3 engines, each with 500-gallons of water, and one Type 4 rescue vehicle with 250-gallons of water, which is also utilized for emergency medical calls.

Whale Gulch VFC responds to an average of 20 responses per year, primarily structure fires, medical calls, and hazardous materials response. The Fire Company is dispatched from CALFIRE's Humboldt-Del Norte Unit and has mutual aid agreements with nearby Shelter Cove Resort Improvement District No. 1 and Whitethorn Fire Protection District, both in Humboldt County. The Fire Company also provides service to Whale Gulch High School, located a short distance from the fire station.

The Volunteer Firefighters train regularly and participate in exercises with Humboldt County fire departments. Volunteers spend about one-third of their time in fund-raising activities.

**Contact:** Blu Graham, Assistant Chief 707-502-7514 blugulch@gmail.com